PAMPHLET BOX

17/1

UNIVERSITY OF ILLINOIS
LIBRARY
OCT 10 1962
CHICAGO

ANNUAL REPORT OF THE SECRETARY-GENERAL ON THE WORK OF THE ORGANIZATION

16 June 1961—15 June 1962

GENERAL ASSEMBLY
OFFICIAL RECORDS : SEVENTEENTH SESSION
SUPPLEMENT No. 1 (A/5201)

UNITED NATIONS

ANNUAL REPORT OF THE SECRETARY-GENERAL ON THE WORK OF THE ORGANIZATION

16 June 1961—15 June 1962

GENERAL ASSEMBLY
OFFICIAL RECORDS : SEVENTEENTH SESSION
SUPPLEMENT No. 1 (A/5201)

UNITED NATIONS
New York, 1962

UNITED NATIONS / NATIONS UNIES / NACIONES UNIDAS

Sales Section
United Nations, New York

This package may be opened
for Postal Inspection
Return Postage Guaranteed

CONTENTS
BOOKS

TO

No. 20376

STANDING ORDER - # UDC-L412 of 17 Oct 61

DATE	CUSTOMER CODE	AREA	COUNTRY	BUYER	VIA
		1	456	02	☐ SURFACE MAIL ☐ AIR MAIL ☐ SURFACE FREIGHT ☐ AIR FREIGHT

Quantity	Lang.	Expl. Symb. *	TITLE OR SALES NUMBER
1	E		GA/OR. 17th Sess. Suppl. # 1 Annual Report of the S.G.

[redacted]

CODE	B		C		J		K				
	OUT OF PRINT		WILL BE FORWARDED WHEN AVAILABLE		NOT YET ISSUED		ADVANCE ONLY				
UN	SALES SECTION	COORDI-NATING	STOCK CONTROL	EXTERNAL DISTRIBUTION	LINE ITEMS	NO. DOCUMENTS	NO. PACKAGES	DATE SHIPPED	CHECKED BY		
					✓	✓					

COPY 2 DISTRIBUTION (ENCLOSE WITH SHIPMENT)

SALES SECTION, UNITED NATIONS, NEW YORK
SC. 13 (1-61)—A

No. 20376

Contents

Page
FOREWORD vii
Abbreviations viii

I. THE SITUATION IN THE REPUBLIC OF THE CONGO

A. *Political developments*

I. Implementation of the resolution of 21 February 1961 (paragraphs A-2 and B-1)

1. The convening of the Congolese Parliament and the formation, on 2 August 1961, of a new government of the Republic of the Congo 1
2. Measures taken to secure the withdrawal and evacuation of non-Congolese military and para-military personnel and political advisers and of mercenaries 3

II. Adoption by the Security Council of the resolution of 24 November 1961

Meetings of the Security Council held from 13 to 24 November 1961 8

III. Events following the adoption of the resolution of 24 November 1961

1. Incidents of 28 November 1961 in Elisabethville 13
2. Events from 2 to 5 December 1961 13
3. Military incidents from 2 to 18 December 1961 14
4. Exchange of communications between the representatives of Belgium, the United Kingdom and the Republic of the Congo (Brazzaville), on the one hand, and the Acting Secretary-General, on the other hand 15
5. The Kitona agreement 16
6. Political developments in Katanga following the Kitona agreement 17
7. Military and civilian activities following the Kitona agreement 18
8. Incidents of 1 January 1962 at Kongolo 18
9. Developments in Katanga with special reference to the problem of mercenaries 19
10. Developments relating to Mr. Antoine Gizenga 20
11. Request for a meeting of the Security Council 21
12. Appointment of a new Officer-in-Charge of the United Nations operation in the Congo 21
13. Adoula-Tshombé talks 21
B. *Civilian operations* 25
C. *Financing of the United Nations operations in the Congo* 35

Page

II. OTHER POLITICAL AND SECURITY QUESTIONS

1. The question of disarmament 37

2. The suspension of nuclear and thermo-nuclear tests 43

3. The effects of atomic radiation 45

4. The peaceful uses of outer space 45

5. Admission of new Members 47

6. The United Nations Emergency Force 48

7. The situation in Angola 49

8. The question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Republic of South Africa 51

9. Treatment of people of Indian and Indo-Pakistan origin in the Republic of South Africa 54

10. The Palestine question 56

11. Assistance to Palestine refugees 58

12. The question of Algeria 61

13. Questions relating to relations between France and Tunisia 62

14. The question of Oman 67

15. The question of Kuwait 68

16. The India-Pakistan question 69

17. The question of Goa 71

18. The Korean question 72

19. The question of Tibet 74

20. Question of the representation of China in the United Nations
Restoration of the lawful rights of the People's Republic of China in the United Nations 75

21. The question of Hungary 77

22. The status of the German-speaking element in the Province of Bolzano (Bozen) 77

23. Complaints by Cuba 79

24. Appointment of the Acting Secretary-General of the United Nations 85

25. International investigation into the conditions and circumstances resulting in the tragic death of Mr. Dag Hammarskjold and of the members of the party accompanying him 85

III. THE SITUATION WITH REGARD TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES

ASSISTANCE TO AFRICA: A UNITED NATIONS PROGRAMME FOR INDEPENDENCE

A. *Events preceding the establishment of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples* 91

B. *The activities of the Special Committee* 95

IV. ECONOMIC AND SOCIAL DEVELOPMENTS

A. *Economic and social questions*

1. Economic surveys 99
2. Economic development of under-developed countries 101
3. Development of international economic co-operation 108
4. International commodity problems 109
5. Public administration 111
6. Fiscal and financial problems 112
7. International co-operation on cartography 113
8. Transport and communications 113
9. Statistical developments 114
10. Human rights 116
11. Status of women 120
12. International narcotics control 122
13. Social questions 124

B. *Regional economic commissions*

1. Economic Commission for Europe 129
2. Economic Commission for Asia and the Far East 131
3. Economic Commission for Latin America 133
4. Economic Commission for Africa 136

C. *Technical assistance activities*

1. Expanded Programme of Technical Assistance for Economic Development 137
2. United Nations programmes of technical assistance 139

D. *Special Fund activities*

1. The Special Fund 141
2. United Nations execution of Special Fund projects 143

E. *Questions of co-ordination and relations with specialized agencies and the International Atomic Energy Agency* 143

F. *United Nations Children's Fund* 144

G. *Office of the United Nations High Commissioner for Refugees* 145

H. *Consultative arrangements with non-governmental organizations* 148

V. QUESTIONS CONCERNING TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES

A. *Trust Territories*

1. Operation of the International Trusteeship System 149
2. Conditions in the Trust Territories 150

B. *Non-Self-Governing Territories*

1. Transmission of information under Article 73 e of the Charter 154
2. Renewal of the Committee on Information from Non-Self-Governing Territories 154

3. Questions relating to the transmission and examination of information 155
4. Questions concerning information on Territories under Portuguese administration 159
5. Racial discrimination 160
6. Preparation and training of indigenous civil and technical cadres 160
7. Dissemination of information on the United Nations 161
8. International collaboration for economic, social and educational advancement 161

C. *Question of South West Africa* 162

VI. LEGAL QUESTIONS

1. International Court of Justice 165
2. International Law Commission 168
3. United Nations Conference on the Elimination or Reduction of Future Statelessness 170
4. Question of defining aggression 170
5. International rivers 170
6. Treaties and multilateral conventions 170
7. Privileges and immunities 171
8. Rules of procedure of United Nations organs 172
9. Arbitration of disputes of a private law character in international trade 172
10. Question of Charter review 172
11. The status of permanent sovereignty of peoples and nations over their natural wealth and resources 173
12. United Nations Administrative Tribunal 173

VII. ADMINISTRATIVE AND BUDGETARY QUESTIONS

1. Conference and documents services 175
2. General services 176
3. Public information activities 177
4. Staff administration 180
5. Financial questions 181
6. United Nations Library 182

Foreword

I have the honour to submit to the General Assembly the seventeenth annual report of the Secretary-General on the work of the Organization covering the period from 16 June 1961 to 15 June 1962.

The introduction to the annual report will, as in previous years, be submitted at a date nearer to the opening of the seventeenth session, as an addendum to the present document.

U THANT
Acting Secretary-General

24 July 1962

ABBREVIATIONS

ACC	Administrative Committee on Co-ordination
ECA	Economic Commission for Africa
ECAFE	Economic Commission for Asia and the Far East
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development
ICAO	International Civil Aviation Organization
ICCICA	Interim Co-ordinating Committee for International Commodity Arrangements
ILO	International Labour Organisation
IMCO	Inter-Governmental Maritime Consultative Organization
IMF	International Monetary Fund
ITU	International Telecommunication Union
OAS	Organization of American States
ONUC	United Nations operation in the Congo
OPEX	Operational and Executive Personnel Programme
OPI	Office of Public Information
TAB	Technical Assistance Board
TAC	Technical Assistance Committee
UNCURK	United Nations Commission for the Unification and Rehabilitation of Korea
UNEF	United Nations Emergency Force
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMOGIP	United Nations Military Observers Group in India and Pakistan
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNTSO	United Nations Truce Supervision Organization in Palestine
WHO	World Health Organization
WMO	World Meteorological Organization

Chapter I

THE SITUATION IN THE REPUBLIC OF THE CONGO

A. POLITICAL DEVELOPMENTS

I. Implementation of the resolution of 21 February 1961 (paragraphs A-2 and B-1)

1. The convening of the Congolese Parliament and the formation, on 2 August 1961, of a new government of the Republic of the Congo

In their resolutions of 21 February and 15 April 1961 respectively, the Security Council and the General Assembly (resolution 1600 (XV)) urged that the Congolese Parliament should be convened and that the United Nations should take measures for the safety of the members of Parliament. The General Assembly stated further that the immediate task of Parliament would be to take the necessary decisions concerning the formation of a national government and the future constitutional structure of the Republic of the Congo.

On 12 May, President Kasa-Vubu announced that Parliament would be reconvened at Leopoldville in the near future, and asked the United Nations to give its aid and protection for that purpose. Four days later, Mr. Antoine Gizenga informed the Secretary-General by letter that the Stanleyville authorities had decided to convene an extraordinary session of Parliament at Kamina under the protection of ONUC.

After vigorous efforts to bring about an understanding between the principal parties concerned, the representatives of the Secretary-General succeeded in organizing a meeting between the Leopoldville and Stanleyville delegations; this was held on 13 June at ONUC headquarters in Leopoldville.

On 19 June 1961, the representatives of the Leopoldville and Stanleyville authorities reached an agreement on the procedure for convening Parliament. Under the terms of this agreement, the two parties, in order to ensure the safety of the members of Parliament, decided *inter alia* that Parliament should meet at the University of Lovanium, where the Congolese administrative personnel and the United Nations civilian personnel placed at the disposal of Parliament would stay for the duration of the parliamentary session. It was also agreed that the United Nations would ensure free passage for members of Parliament through the Congo and would in general see that the members of Parliament and parliamentary staff had no contact with the outside world. In addition, the United Nations would continue to accord its good offices to the parties concerned in their search for a satisfactory solution to the Congolese crisis. The Secretary-General informed the authorities concerned that he accepted all the responsibilities which devolved upon the United Nations under the agreement.

In a statement made on 23 June, Mr. Gizenga asked for the assistance of the United Nations in re-establishing the national institutions and confirmed that the Stanleyville members of Parliament would go to Leopoldville as soon as the United Nations could adequately ensure their safety.

The Bakwanga authorities subscribed to the agreement of 19 June. The Elisabethville authorities, on the other hand, did not accede to it.

On 24 June, however, Mr. Tshombé, President of Katanga Province, and representatives of the Leopoldville authorities signed a protocol under which Parliament was to convene at Leopoldville as soon as possible and a new government was to be constituted and remain in power until the adoption, within a short period, of a new constitution. The protocol also contained various clauses relating to the abolition of customs barriers between Katanga and the rest of the Congo, the distribution of entry and exit dues levied on goods and the position with respect to currency in Katanga during the transitional period. Representation abroad, under the terms of the protocol, was to be within the exclusive competence of the Head of State. Shortly after his return to Elisabethville, Mr. Tshombé repudiated the protocol.

On 27 June, the United Nations announced that the Congolese Minister for Foreign Affairs had asked the United Nations to provide three legal experts, one from Switzerland, one from Nigeria and one from Belgium, not as advisers but as technical assistants, to help draft a new constitution for submission to Parliament.

On 21 June, the representative of Cuba informed the Secretary-General that his Government was concerned at the fact that troops of the legitimate Government of the Congo, headed by Mr. Gizenga, were being disarmed by United Nations forces.

In his reply of 22 June, the Secretary-General stated that while there might have been cases where by agreement with the Congolese authorities the United Nations forces, in pursuance of their mandate, had disarmed irregular military groups, no action of that kind had ever occurred in the area specifically referred to.

On 5 July, President Kasa-Vubu promulgated Ordinance No. 41 convening the Legislative Chambers at Leopoldville for 15 July.

In a letter of 9 July to the Secretary-General, circulated as a document at the request of the representative of Mali, Mr. Gizenga attributed the delays in the convening of Parliament to the Leopoldville leaders. On 19 July, the President of the Republic of Mali sent a message to the Secretary-General in which he expressed apprehension in connexion with errors and grave complicities committed by the United Nations representatives in the Congo. He requested that an African commission should be dispatched to Leopoldville to prevent intervention by the elements which had caused the Congolese crisis. In his reply, the Secretary-General described the arrangements made for Parliament to meet and rejected certain suggestions made by President Keita.

The Senate began to hold meetings on 22 July and the House of Representatives on 23 July, under the protection of ONUC, as had been agreed.

On 25 July, Mr. Gizenga sent a message to the Secretary-General in which he protested against the favourable treatment shown to Mr. Kasa-Vubu and asked for a commission representing African States to be sent to attend the parliamentary debates at Lovanium.

In a letter to the President of the Security Council dated 31 July, the Acting Permanent Representative of the USSR asked for Mr. Gizenga's message to be circulated as a document and took up the same points as Mr. Gizenga, adding that the United Nations Secretariat was not fulfilling its obligations regarding the security measures laid down for the parliamentary session.

On 1 August, Mr. Gizenga sent another message to the Secretary-General in which he stated that against the will of the nationalist majority in Parliament Mr. Kasa-Vubu, who enjoyed the support of the United Nations, was meeting Mr. Tshombé in Brazzaville.

On 2 August, the Officer-in-Charge of ONUC reminded Mr. Gizenga that on 20 July the latter's own representatives in Parliament, together with the President of the Chamber of Representatives, had sent him a message stating that "security is fully assured both at Stanleyville and at Leopoldville".

The report of a meeting at Brazzaville between Mr. Kasa-Vubu and Mr. Tshombé, the Officer-in-Charge said, must have been based on false information, for no such meeting had ever taken place.

In Ordinance No. 61 of 1 August, the President of the Republic designated Mr. Cyrille Adoula to form the new Government.

In his speech before the Chambers requesting a vote of confidence from Parliament, Mr. Adoula stated, *inter alia*, that one of the Government's most important tasks would be to work out, in close co-operation with Parliament, a draft Constitution creating political structures suited to the aspirations of the Congolese people. His Government, he said, would be inspired by the idea of the national unity of the Congolese people, while at the same time bearing in mind regional differences. With regard to Congolese foreign policy, its primary aim would be to defend the country's independence strongly against any interference from abroad by pursuing a course of non-alignment. The Congo undertook to honour its obligations as a Member of the United Nations and to carry out the resolutions of the Security Council and the General Assembly so long as its sovereignty was not affected. The agreement of 17 April 1961 between the President of the Republic and the representatives of the United Nations Secretary-General, Mr. Adoula pointed out, had been signed on the understanding that there must be co-operation with the United Nations in the formulation as well as the execution of assistance projects.

Mr. Adoula declared that the new Government would do everything in its power to reorganize and reunite the National Army.

At the end of his speech, Mr. Adoula turned to the problem of Katanga's secession, which, he said, had done great harm to the country, among other things depriving the State of a large part of its budgetary resources. It had not yet been possible to solve the Katanga problem, and all the efforts made during the past year to reach an agreement with Elisabethville by peaceful means had proved unavailing. The new Central Government was determined to take prompt measures to put an end to the Katanga secession.

On 2 August, the Congolese Parliament gave a unanimous vote of confidence to the new Government headed by Mr. Cyrille Adoula. At the same time, the House of Representatives unanimously expressed its gratitude to the United Nations, which, by taking measures to ensure order and security, had made it possible for debates to take place and for decisions to be adopted in an atmosphere of absolute security, free from threats or coercion.

The two Chambers also declared, in a resolution adopted unanimously on the same date, that upon the formation of the new Government no other Government could claim to act as the constitutional Government of the Republic of the Congo and that the new Government of national unity would be the legal successor of the first Central Government.

After adopting the two resolutions, and following the swearing-in of the new Government on 2 August, Parliament decided to leave Lovanium, giving up United Nations protection, and to continue its meetings at Leopoldville.

In his Report on action taken to assist in the implementation of the 19 June agreement, the Officer-in-Charge of ONUC described what had been done to ensure freedom of passage through the Congo for the members of Parliament, to afford them protection during the session and to maintain security surveillance at Leopoldville. There had been no difficulty in carrying out those measures. United Nations officials had been kept available at all times for consultation by the various Congolese authorities, in order to assist them in finding mutually satisfactory solutions. Two officials had, on occasion been jointly invited by members of Parliament of the Leopoldville and Stanleyville groups to attend the discussions held between them at Lovanium. In addition, President Kasa-Vubu, at the specific request of the Presidents of both Chambers, had held several consultations with members of Parliament; he had addressed a joint session of the two Chambers on 27 July and on 2 August had administered the oath to the members of the new Government.

In his letter of 10 August to the Secretary-General, officially informing the United Nations of the formation of the new Government of national unity and political reconciliation, Prime Minister Adoula stated that his Government was the only Government with which the United Nations should deal in pursuance of the decisions of the Security Council and the General Assembly and that he confidently hoped that assistance provided by the United Nations, within the limits of its mandate, would be rendered exclusively to the Central Government of the Republic of the Congo.

In his reply of 13 August, the Secretary-General expressed great satisfaction at the formation of a constitutional Government of national unity. He confirmed that the United Nations, in the activities with which the Secretary-General had been charged, would deal with Mr. Adoula's Government as being the Central Government of the Republic of the Congo and that whatever aid and support the United Nations provided, within the limits of the Secretary-General's mandate, would be rendered exclusively to that Government.

2. MEASURES TAKEN TO SECURE THE WITHDRAWAL AND EVACUATION OF NON-CONGOLESE MILITARY AND PARA-MILITARY PERSONNEL AND POLITICAL ADVISERS AND OF MERCENARIES

(a) *Events during the period 28 August-17 September 1961*

Efforts to secure the immediate withdrawal and evacuation from the Congo of all non-Congolese military and para-military personnel, mercenaries and political advisers not under the United Nations Command had to be pursued by way of negotiations, for several months without appreciable results, since the United Nations at that time lacked legal authority to take other steps. In June 1961, a United Nations military mission reported that 510 foreign officers and non-commissioned officers were on active duty with the Katangese gendarmerie, whose Congolese cadres totalled only 142 persons. The non-Congolese personnel consisted of 208 Belgian regular soldiers still on active duty and 302 mercenaries. On 12 July 1961, the Secretary-General met with the Belgian Minister for Foreign Affairs at Geneva to discuss the implementation of paragraph A-2 of the Security Council resolution of 21 February.

Some non-Congolese military and political personnel were evacuated from Katanga during June and July; in addition, a mixed commission was set up by agreement with the Katangese authorities to draw up a list of political advisers to be repatriated.

On 24 August 1961, the President of the Republic promulgated Ordinance No. 70, under which all non-Congolese officers and mercenaries serving in the Katanga forces who had not entered into a contractual engagement with the Central Government were to be considered as undesirable aliens and expelled from the territory of the Congo forthwith. In a letter of the same date, Prime Minister Adoula requested the United Nations to assist his Government in implementing the Ordinance and the expulsion order. These measures gave the United Nations legal authority in keeping with the provisions of paragraph A-2 of the resolution of 21 February 1961.

On 28 August, ONUC proceeded to take measures for evacuating foreign military personnel and mercenaries.

After the provincial Minister of the Interior had broadcast inflammatory reports of an "invasion" by the ANC, ONUC placed Radio Katanga under surveillance for several hours, and took similar action with regard to gendarmerie headquarters and other key points and installations in Elisabethville. At noon on 28 August, Mr. Tshombé stated in a broadcast that his Government had given its approval for the evacuation of foreign military personnel, and had terminated the services of all foreigners in the Katangese armed forces as from that date. In the afternoon of 28 August, the United Nations agreed to the procedure for the surrender, repatriation and travel of the personnel to be evacuated proposed by the Elisabethville consular corps, which had offered to take charge of the operation. ONUC's own measures in this connexion were suspended. The understanding was that the application of the agreed procedure would not delay the evacuation and that the United Nations retained the exclusive authority to decide who should be evacuated, and when. However, the procedure was applied only to Belgian regular officers (Minaf). Moreover, seventy of these officers were permitted to stay in the Belgian Consulate building at Elisabethville until transport for them became available.

Profiting from this relaxation of evacuation measures, the foreign officers and mercenaries re-infiltrated the gendarmerie. In addition, foreign elements and "ultras" exercised pressure on the Katangese provincial government to dissuade it from moving towards political reconciliation with the Central Government. At the same time, the actions of the political police (*Sûreté*) and the dissemination of inflammatory propaganda and false rumours caused panic among the Baluba, who on 24 August began to seek refuge near the United Nations camps, asking for protection from persecution. By 9 September, the number of refugees had reached 35,000.

It was also learned from various sources that attacks were planned against United Nations civilian and military personnel and that preparations were being made to set off plastic bombs in the United Nations offices, to attack the United Nations garage and to set fire to United Nations vehicles.

By 9 September, the time-limit within which foreign military personnel were required to report to a United Nations unit for evacuation, 273 foreign officers and mercenaries had been repatriated; 65 were awaiting repatriation, and at least 104 had failed to report. The missing personnel included 54 Belgian "volunteers", and mercenaries of other nationalities, who were re-infiltrating the gendarmerie.

The United Nations representative informed the consuls stationed at Elisabethville that in the circumstances the United Nations would have to resume its evacuation measures with all the means at its disposal unless those of their nationals to whom the expulsion order applied left the Congo forthwith.

On 11 September, the deputy United Nations representative at Elisabethville was arrested by order of a non-Congolese officer of the *Sûreté*. As a result of that serious incident and of the incitements to violence, repeated threats, arbitrary arrests and military preparations which had taken place at the instance of such officers, the United Nations requested that all non-Congolese officers of the *Sûreté* should be evacuated within forty-eight hours.

On 12 September, United Nations representatives met with Mr. Tshombé and his colleagues with a view to taking measures to reduce tension and, among other things, obtaining assurances that the evacuation of all personnel covered by paragraph A-2 of the resolution of 21 February 1961 would be promptly carried out. They also attempted to persuade the Katangese authorities to resolve their political differences with the Central Government by methods of conciliation. On all the points raised, the Katangese provincial Government's response was a negative one.

At dawn on 13 September, the United Nations forces began once again to apprehend and evacuate foreign military and para-military personnel, for this purpose taking security precautions similar to those adopted on 28 August. At that juncture, the United Nations garage was set on fire, and troops proceeding to the garage to extinguish the blaze were fired on from the building in which the Belgian Consulate was located and from houses occupied by non-African residents in which a number of Belgian military personnel were known to be staying.

Throughout the day, United Nations troops guarding the radio station, the post office and the residence of the United Nations representative were subjected to sporadic sniping and attacks. Mr. Tshombé, who had been contacted by the United Nations representative, ordered a cease-fire but his order was disregarded by the mercenaries.

During the days which followed, 13-17 September, attacks on United Nations troops at Elisabethville continued. Mortars and machine-guns were fired in the direction of the camp harbouring the Baluba refugees. A company of Irish United Nations troops which had been sent to Jadotville at the request of the consular corps to protect the non-Congolese population was attacked by a much larger force of Katangese gendarmes under non-Congolese leadership. Attempts by ONUC troops from Elisabethville to relieve the Irish were checked by gendarmerie road-blocks and aerial action. At Kamina and Albertville, United Nations troops were able to hold their positions. At places where there was no incitement by non-Congolese elements, no fighting broke out between Katangese and United Nations units.

All efforts made in the course of 14 September to meet with Mr. Tshombé or the commander of the gendarmerie proved unsuccessful. On 14 September, a Fouga Magister jet fighter plane started bombing and machine-gunning the United Nations units at Jadotville. During the next few days, it carried out further raids against United Nations forces at the Elisabethville airport, the residence of the United Nations representative, the Hotel Lido and Kamina airport. Arrangements were made for talks to be held with Mr. Tshombé and Mr. Kibwe at the British Consulate at 1900 hours on 15 September; but the two failed to appear at the appointed place and time. It was later stated that Mr. Tshombé's "military advisers" had prevented them from keeping the appointment.

The attempts to establish a cease-fire were pursued on 16 and 17 September, but without success, while attacks on United Nations personnel continued at Elisabethville, Jadotville and Kamina. On 17 September the Katanga gendarmerie held the Irish company isolated at Jadotville as hostages, although a local cease-fire had been established.

In the operations at Elisabethville the United Nations forces were able to capture a secret military plan of the Katanga armed forces entitled "Defence against an outside attack". The part to be played by foreign elements was clear from the names mentioned in the plan. The plan provided for the use of Fouga jet and Dornier aircraft.

Early in the morning of 13 September Mr. Tshombé asked the United Nations representative for a cease-fire on the understanding that in future the gendarmerie would not interfere with United Nations forces carrying out their mission. Shortly afterwards contact with Mr. Tshombé was broken and some gendarmerie units resumed firing.

(b) *Circumstances of the death of Mr. Dag Hammarskjold and his travelling companions*

At midnight on 16 September the British Consul informed the United Nations representative at Elisabethville that Mr. Tshombé wished to meet him at 11.30 a.m. on 17 September at Bancroft, Rhodesia.

The Secretary-General was then at Leopoldville, having been invited by the Prime Minister, Mr. Adoula, to discuss with the Central Government the United Nations programme of aid and support to the Republic of the Congo. He sent Mr. Tshombé a reply suggesting that he should meet him personally at Ndola so that together they could try to find peaceful methods of resolving the conflict, thus opening the way to a solution of the Katanga problem within the framework established by the Security Council and already accepted by Mr. Tshombé. The Secretary-General pointed out that the President of Katanga Province had accepted the objectives of the United Nations mission, which were the maintenance of public order, the prevention of civil war and the evacuation of all the personnel referred to by the Security Council. Mr. Tshombé had also accepted the United Nations view, as expressed by the Security Council, that the solution of the Congo problem should be sought through reconciliation, which would naturally have to be achieved within the framework of the Constitution of the Republic. If that was the case, the views expressed by Mr. Tshombé and those of the United Nations were identical with respect to principles. Since it was the United Nations desire to avoid all hostilities, Mr. Tshombé's request for a cease-fire was accepted in advance, provided he could make it effective on his side.

At 10 a.m. on 17 September, the British Consul transmitted President Tshombé's reply. President Tshombé accepted the principle of a cease-fire and asked, among other things, that the United Nations troops should be confined to their camps and that troop movements and the sending of reinforcements by land and air should cease.

The Secretary-General immediately sent Mr. Tshombé a reply saying that in the circumstances there could be no question of anything but an unconditional cease-fire on both sides and that the cease-fire order should be interpreted as having no effect on the *status quo*, which would be maintained in all respects throughout the period during which an agreement was being sought. At the time when this message from the Secretary-General should have been conveyed to Mr. Tshombé, the latter had already made plans to travel with his group to Ndola at 3 p.m. The Secretary-General nevertheless decided to go to Ndola and left Leopoldville on 17 September at approximately 5 p.m. He was never to reach his destination.

At 9 a.m. on 18 September United Nations base operations at Ndjili airport reported that an unidentified aircraft had flown over Ndola airport late the previous night and that the aircraft had made communication contact with the control tower at 2210Z hours. Also, a report had reached the police station at Ndola to the effect that on 17 September, between 2210 and 2215Z hours, a great flash had been seen in the sky not very far from a placed called Mufulira in Rhodesian territory. At 2 p.m. on 18 September it was learned that the wreckage of an aircraft had been sighted approximately seven miles north-east of the airport. A Rhodesian rescue party had left to search for the missing aircraft fifteen hours after the accident. Three United States aircraft stationed in the area and two ONUC planes joined in the search. Later in the evening confirmation was received that the wreck was indeed that of the Secretary-General's plane. The Secretary-General's body was positively identified. Seven United Nations officials travelling with him, Mr. Heinrich A. Wieschhoff, Mr. Vladimir Fabry, Mr. William Ranallo, Miss Alice Lalande and Sergeants Harold M. Julien, Serge L. Barrau and Francis Eivers, died with him. The six members of the crew and two Swedish soldiers of ONUC also perished.

On 18 September Mr. Adoula, the Prime Minister, issued a press release in which he paid a tribute to the great man who had vanished from the scene and to his colleagues and proclaimed 19 September a day of national mourning.

(c) *Signing of a cease-fire agreement*

On the night of 17 to 18 September the Katanga gendarmerie continued its attacks at both Elisabethville and Albertville. At Albertville the gendarmes fled, about 100 abandoned their arms and the District Commissioner asked the United Nations authorities to order a cease-fire. During the morning of 18 September Mr. Tshombé declared in a message to the United Nations representative at Leopoldville that he had ordered a cease-fire before leaving Elisabethville but that the cease-fire had immediately been broken at Albertville by Indian troops of the United Nations. He added that he had been waiting since 17 September to meet Mr. Hammarskjold in order to put a stop to that state of affairs. During the evening of 18 September it was decided that Mr. Khiari, Chief of ONUC Civilian Operations, would continue the mission which had been undertaken by the Secretary-General. In spite of certain objections by Mr. Tshombé, Mr. Khiari left Ndjili on the morning of 19 September. The situation remained calm throughout Katanga on that day.

Mr. Khiari met Mr. Tshombé at Ndola at 3 p.m. on 19 September. The talks continued on 20 September and resulted at 3.45 p.m. in a provisional cease-fire agreement, which was to come into force on 21 September 1961 at 0000 hours.

Under the agreement no movement of troops to reinforce a garrison or position was to be allowed and prisoners were to be exchanged. A joint commission of four members was to supervise the application of the agreement, to fix the respective positions of the troops and, in general, to seek ways of placing relations between the United Nations and the Katanga authorities on a basis of mutual understanding. It was provided that the agreement would not become final until it had been approved by the Secretary-General.

Apart from a few isolated shots fired on United Nations positions at Elisabethville, the situation was calm in all other parts of Katanga after the entry into force of the cease-fire at 0000 hours on 21 September.

The provisional cease-fire agreement became final upon its approval by United Nations Headquarters, which was communicated to Mr. Tshombé on 24 September. With the approval went the following express conditions as understood during the negotiations: the conclusion of the agreement would in no way affect resolutions of the Security Council; the agreement was of a strictly military nature, had no political intention or aim and did not apply outside Katanga.

(d) *Conclusion of a protocol for the implementation of the cease-fire (13 October 1961)*

The four-member Joint Commission provided for in the cease-fire agreement was duly constituted and began a series of meetings on 26 September. At the Commission's meetings on 26 and 27 September the Katangese members submitted proposals which were so extreme that the ONUC members considered them not to merit extensive discussion.

Between 29 September and 19 October a Joint Sub-Commission made a tour of inspection of the garrisons at Kamina base, Manono, Albertville, Niembo and Nyunzu, all of which were positions occupied by ONUC forces.

Difficulties were raised by the Katanga authorities when the Sub-Commission sought to follow the agreed itinerary and to visit Jadotville, Kipushi and Kolwezi, positions held by the Katanga gendarmerie where violations of the cease-fire had been reported. The Katangese authorities made the inspections of Jadotville conditional on ONUC consent to withdraw from various points which were still the subject of negotiation. ONUC sent Mr. Tshombé a formal protest on 6 October. However, it was possible to visit the 191 Irish prisoners at Jadotville, who were found to be in good health.

The Commission resumed its work on 8 October. After five days of deliberations, agreement was reached on 13 October on the basic elements of a protocol giving full effect to the cease-fire agreement. The essential elements of the protocol were (*a*) the exchange of all prisoners on the two sides, which was to take place at 4 p.m. on 16 October; (*b*) the setting up of sub-commissions with full freedom of movement and powers of inspection to verify compliance with the cease-fire agreement; (*c*) the fixing of the position of the troops of each side on 12 September 1961, the day before the hostilities broke out, an arrangement which did not interfere with the relative stability attained by the ONUC presence in north Katanga; (*d*) the free use of airports to the extent permitted prior to the hostilities, with technical air control functions remaining in ONUC hands; (*e*) the return to the Katangese authorities of a number of positions at Elisabethville, including the post office and radio station, on the condition that ONUC technicians would be permitted to supervise the immunity of ONUC communications and that no campaign of defamation or agitation would be launched. All proposals made by the Katangese members which would have had the effect of restricting the powers of the sub-commissions of inspection, particularly their freedom of movement, and all proposals inconsistent with the ONUC mandate were rejected.

The cease-fire and the protocol for its implementation in no way affected the powers or authority of the Central Government, which retained full freedom of action. The clause in the protocol providing that it would not be considered that the cease-fire had been violated in the event that the Katangese gendarmerie countered an attack from the outside, merely related to firing back in case of attack and did not authorize the movement of forces.

No provision relating to paragraph A-2 of the Council resolution of 21 February 1961 was included in the protocol because it could not be allowed to seem by implication that the continued fulfilment of its mandate by ONUC was subject to the consent of the Katangese authorities. Moreover, the political context of the protocol and the reservations attached by Headquarters to its approval made it clear that any failure by the Katangese authorities to implement paragraph A-2 would be regarded by the United Nations as a breach of the protocol.

It is clear from the terms of the approval of both the cease-fire and the protocol for its implementation that neither document had any political intention or aim; that they were of a local and military nature, in the sense that they were limited to relations between the United Nations and the Katangese armed forces in Katanga; that they did not imply or involve any derogation from any provisions of the resolutions of the Council and the Assembly or from the principle of the unity and territorial integrity of the Congo; and, lastly, that the exchange of prisoners was to precede the execution of all the other clauses of the agreement. Headquarters also noted that the two parties had acknowledged that full compliance with the requirements of paragraph A-2 of the Security Council resolution of 21 February 1961 was still a condition essential to the effective application of the protocol. The terms of the protocol and of the reservations expressed by Headquarters were communicated to the Prime Minister of the Central Government, who signified that his Government would not oppose approval in the terms suggested. On 15 October, before the ratification of the protocol by Headquarters, Mr. Adoula, the Prime Minister, had expressed the deepest apprehensions as to the political implications of the agreement; he had stressed that the Government was bound by obligations of a national order which required it to take its own steps to put an end to Katanga's secession; lastly, he had emphasized that under the provisions of the *Loi fondamentale,* no agreement could be concluded between the United Nations and a provincial government.

The text of the approval by Headquarters was transmitted to Mr. Tshombé on 23 October.

On 16 October the Soviet Union had declared in a letter to the President of the Council that the United Nations Command, by signing agreements with mercenary and separatist bands, had disregarded the Council resolution of 9 August 1960, which called for the use of all means to achieve the reunification of Katanga with the remaining territory of the Congo and the evacuation from Congolese territory of all non-Congolese military, para-military or political personnel. Moreover, none of the principal organs of the United Nations had been able to consider the agreement, the subject of which was within the exclusive competence of the Council.

(e) *Implementation of the protocol of 13 October 1961 and concomitant events*

(i) *Failure of the Katangese authorities to comply with certain provisions of the protocol*

Some provisions of the protocol were not complied with by the provincial authorities of Katanga. The exchange of prisoners scheduled for 16 October did not take place until 25 October. In addition, the provisions relating to the designation, within a specific time-limit, of Katangese representatives to the joint sub-commissions, the return of certain positions held before the hostilities, the ensuring of the immunity of ONUC's communications and abstention from violent and mendacious radio propaganda were not implemented.

Finally, during the hostilities which broke out between Katangese units and troops of the Central Government in the Kasai-Katanga border area and in the north of Katanga, numerous aerial bombardments were reported to have been carried out by Katanga-based aircraft. Some of these attacks were witnessed by pilots of ONUC aircraft and other ONUC observers. The latter did not see any mercenaries in the Katangese ranks, although at that time there were still 237 of them in Katanga, while another 388 had already been evacuated, including 317 Belgians.[1] These bombardments constituted the most serious and dangerous violation of the terms of the cease-fire by the Katangese authorities.

(ii) *ONUC action concerning the violations*

ONUC determined to take all necessary counter-action against these air attacks which, when carried out over Katanga, constituted a flagrant violation of article 4 of the Ndola cease-fire agreement, and when carried out over Kasai against the forces of the Central Government, represented offensive civil war action covered by paragraph A-1 of the resolution of 21 February 1961.

Furthermore, the employment of foreign air crews or pilots by the Katangese authorities constituted an open violation of paragraph A-2 of the same resolution. No interpretation of article 10 of the protocol of 13 October—granting the gendarmerie the right to counter an attack from the outside—could justify offensive military action of this kind, whether in Katanga or adjacent provinces.

On 31 October the ONUC representative at Elisabethville accordingly enjoined the Katangese authorities to ground all their military aircraft immediately; otherwise they would be brought down. Three Member States—Ethiopia, India and Sweden—had placed squadrons of jet fighter aircraft at the disposal of the United Nations Force in order to strengthen its defensive capabilities, which had proved inadequate in September in the face of Katangese aerial assaults. However, the strength of the ground force had been reduced as a result of the withdrawal of the Ghanaian and Tunisian contingents (the latter owing to the events at Bizerta), and also because of reductions in other ONUC units. The Tunisians returned to the Congo at the end of December 1961 and the Ghanaians in January 1962.

---

[1] (*a*) On October the Belgian Government published a communiqué announcing its decision to withdraw the passports of Belgian nationals who continued to serve in the Katanga armies.

(*b*) On 13 November the President of the Republic enacted Ordinance No. 83 supplementing Ordinance No. 70 of 24 August 1961. Under the terms of this new Ordinance, non-Congolese mercenaries covered by Ordinance No. 70 were also made liable to the penalties of imprisonment provided for in the Congolese Penal Code. In a letter of the same date the Minister of the Interior requested that the mercenaries (both in Katanga and the other provinces) should thenceforward be placed at the disposal of the Central Government.

In the meantime a new difficulty had arisen since 28 August 1961 in connexion with the expulsion of the mercenaries. To avoid being easily identified such persons dressed in civilian garb and took cover in various forms of civilian employ, real or otherwise. Finally, some mercenaries previously evacuated by ONUC returned to Katanga or were active in neighbouring areas.

The United Nations representatives made it clear to the Katangese authorities that the continued failure to get rid of the military and para-military personnel and the political advisers amounted to a breach of the cease-fire and that the pacific procedures available to those authorities for effecting the evacuation could not exclude direct action by ONUC under the resolution of 21 February 1961 when and as appropriate. Representations were also made to the Belgian Government regarding the continued presence in the so-called Belgian consulate in Elisabethville (which is not accepted by the Congolese Government and is therefore not dealt with as such by ONUC) of twelve Belgian officers of the regular army, some of whom had reportedly been recognized at the gendarmerie camp in Elisabethville, where they were said to have taken part in the direction of the hostilities against ONUC. On 6 November the Minister for Foreign Affairs of the Congo, in a *note verbale* addressed to the representative of Belgium, requested the immediate departure from Elisabethville of those officers. The latter left the Congo on 17 November.

(iii) *Problem of the refugees in Elisabethville*

On 15 November the number of refugees (mostly Baluba) was estimated at 35,000. At the beginning, the refugees were people in genuine fear of tribal clashes. Later, however, political thugs forced other Baluba into the refugee encampment, which they subsequently controlled by violence. Since the encampment was not enclosed and the refugees could move freely in and out during the day, mainly to go to their places of work, many incidents occurred between the Balubakat Jeunesse groups and the Elisabethville police forces. All such movements were forbidden by a Katangese ministerial order dated 19 October. However, the refugees continued to refuse to return to their homes, as they feared reprisals by the local police forces and by their Conakat political rivals. The United Nations was able to some degree to reorganize the camp by locating the various major tribal groups together. ONUC also encouraged the refugees to return to their homes, but encountered one major difficulty—the blockade established all round the camp by the Katanga police, which prevented all movements.

(iv) *ONUC effort toward reconciliation of differences*

ONUC took every possible occasion to try to establish serious contacts between the provincial Government of Katanga and the Central Government.

On 18 October two Katangese emissaries flew to Leopoldville on an ONUC aircraft to deliver to the Prime Minister, Mr. Adoula, an offer of an economic, customs and monetary union, unification of the armed forces, the use of the Port-Francqui-Leopoldville-Matadi route for exports and Katangese assistance to the national treasury, if the Central Government agreed to recognize the "entity of Katanga" as an established fact and if all resort to the United Nations Force either for assuring security or resolving conflicts was thenceforward proscribed. On 23 October the Central Government replied that any proposal would have to be discussed within the framework of the parliamentary institutions established by the *Loi fondamentale*, the "entity of Katanga" being recognized like that of the other provinces. The Government announced its readiness to receive Mr. Tshombé in Leopoldville for such discussions.

On 25 October Mr. Tshombé made a point of the necessity of establishing a favourable climate for the talks, which in effect amounted to saying that the military operations of the ANC in northern Katanga should be stopped. The Central Government transmitted through ONUC a message to Mr. Tshombé informing him of the measures taken in that respect. Mr. Tshombé, however, protested to the Prime Minister on 27 October against "genocide", bombardments and depredations committed in Katanga on 26 and 27 October.

Meanwhile, Katangese aircraft were conducting bombing missions in Kasai, with the result that the Prime Minister, in a declaration broadcast over the radio, announced that his Government had exhausted all means of reconciliation and would continue its police action to restore law and order and end the Katanga secession.

(v) *Action by troops of the Central Government in the Kasai-Katanga border area*

Towards the end of September there were fairly large movements of ANC troops under the command of General Mobutu in the Luluabourg and Luputa areas on the Kasai-Katanga border. ONUC was not aware of the real intentions of the ANC command. However, when these ANC forces entered Katangese territory in the Kaniama area in what was described by the Central Government as a police operation, they were resisted by Katangese gendarmerie units backed by air support and had to withdraw.

(vi) *The events in Luluabourg*

During the night of 1-2 November, a house-to-house search for a clandestine radio transmitter rumoured to have been used for the benefit of the Katanga gendarmerie was carried out in Luluabourg by ANC troops acting against the orders of their Commander.

ONUC offered its assistance to persons who feared molestation. Early the following morning, however, it was learned that 30 to 40 ANC soldiers had committed acts of brutality, including 8 cases of rape, in one quarter of the town. ONUC then took all necessary steps to protect the foreign population of the town and to enable them to leave. It succeeded in obtaining the cancellation of the restrictions imposed by the provincial authorities on the granting of exit visas. Upon their arrival in Luluabourg on 5 November, 132 soldiers described as mutineers were disarmed by the Nigerian troops and taken by air to Leopoldville for disciplinary action at the request of the ANC Commander.

(vii) *The situation in Stanleyville*

President Manzikala of Orientale Province, against whom a vote of censure had been passed by the Provincial Assembly on 19 October and who had been replaced by Mr. Losala Simon, who had been elected in his place, sought and was granted United Nations protection. On 30 October, members of the Jeunesse MNC caused disturbances in the town, but law and order was restored on the personal intervention of General Lundula, who went to Leopoldville on 11 November and, on 13 November, pledged his allegiance to the President of the Republic.

In the meantime, Vice-Premier Gizenga, who had returned to Stanleyville for a week on 4 October in order, he said, to settle his domestic affairs, had not returned to Leopoldville.

(viii) *The situation in Albertville*

In the northern part of Katanga, where the predominant element in the population is the Baluba who, in general, oppose Mr. Tshombé, law and order was disturbed by the activities of Baluba jeunesse groups and other uncontrolled elements. In Albertville and the surrounding areas there were scenes of pillage, in the course of which both Congolese and non-Congolese were molested.

On 10 November ONUC gave assistance to those firms which had requested it for the evacuation to Usumbura of the wives and children of their staff.

In the meantime, Stanleyville ANC elements moved towards Albertville, Nyunzu, Kongolo and other towns in the north of Katanga. Following various acts of depredation by some of them in Albertville, effective steps were taken by ONUC to keep the armed soldiers outside the town.

(ix) *Events in Kindu*

During their move towards the south many ANC troops passed through Kindu and about 1,000 of them were there on 11 November. On that date, two ONUC aircraft with thirteen Italian air crew members arrived at Kindu. After handing over to the Malayan contingents the two scout cars which they had transported, these men proceeded to the officers' mess, about 2 kilometres away, where there were only two Malayan officers and a few other ranks, the remaining Malayan troops being on duty at the airfield. Sixty ANC troops from Stanleyville, supported by 200 others, thereupon surrounded the mess and looted it. The air crew members were taken prisoner, beaten and removed to Kindu prison. Shortly thereafter, ANC troops demanded that the two scout cars should be surrendered to them. When this was refused, they surrounded the airfield itself. By 13 November the ANC strength at the airfield had grown to 700 men besieging the 206 Malayans who were at the field.

Negotiations were promptly entered into with the ANC Commander, Colonel Pakassa, with a view to securing the release of the Italians and the withdrawal from the airfield of the ANC troops. Representatives of ONUC and the Congolese authorities, including General Lundula and the Minister of the Interior of the Central Government, Mr. Gbenye, took part in the negotiations. Mr. Gizenga had arrived at Kindu, but he did not attend the Conference held at the airfield.

After lengthy prevarication by the local ANC Commander, it was finally learned during the day of 14 November that the thirteen men had been shot in Kindu prison and then cut to pieces by the ANC soldiers. On 13 November the Acting Secretary-General authorized the use of United Nations jet aircraft to lift the siege of the airfield, if the ONUC Commander considered that necessary. When the truth became known, the ONUC Officer-in-Charge in Leopoldville demanded the immediate arrest by the Central Government of the ANC Commander at Kindu and requested the establishment of a joint investigating commission and the severe punishment of those found guilty.

The Acting Secretary-General conveyed to the Government of Italy his profound regrets and condolences.

II. Adoption by the Security Council of the resolution of 24 November 1961

MEETINGS OF THE SECURITY COUNCIL HELD FROM 13 TO 24 NOVEMBER 1961

On 3 November 1961, the representatives of Ethiopia, Nigeria, and the Sudan requested that the Security Council should be convened to consider the situation prevailing in the province of Katanga, caused by the lawless acts of mercenaries.

The Commission of Investigation established to inquire into the circumstances of the death of Mr. Lumumba and his colleagues under the terms of General Assembly resolution 1601 (XVI), following the adoption by the Security Council of its resolution of 21 February 1961, submitted its report on 11 November.

After holding 66 meetings in New York, Brussels and Geneva, the Commission drew the following main conclusions from the written and verbal evidence collected: Mr. Lumumba, Mr. Okito and Mr. Mpolo were executed by a Belgian mercenary on 17 January 1961 not far from Elisabethville, and in all probability in the presence of certain members of the Government of Katanga Province, namely Mr. Tshombé, Mr. Munongo and Mr. Kibwe.

The Commission put on record its view that the Leopoldville authorities, headed at that time by President Kasa-Vubu and his aides, on the one hand, and the Provincial Government of Katanga headed by Mr. Tshombé on the other, should not escape responsibility for the death of Mr. Lumumba and his colleagues. The Central Government had informed the Commission on 14 September that in its view the arrival of the Commission would be inopportune and pointless, since the Government itself had the right and duty to conduct the investigation of that affair with a view to finding and punishing the perpetrators of those crimes.

From 13 to 24 November, the Security Council considered the situation in the Congo as a whole and the question raised in the letter from the representatives of Ethiopia, Nigeria and the Sudan. Concerning the massacre of thirteen Italian airmen at Kindu by mutinous troops of the Congolese National Army, the members of the Council expressed their revulsion at that brutal murder. They conveyed their condolences to the Italian Government and the victims' families. The representatives of Ethiopia, Belgium, India, the Republic of the Congo (Leopoldville), and later of Sweden, who had so requested, were authorized by the Security Council to participate in its meetings without vote.

In his statement, the Ethiopian representative said that the cause of the recent set-backs was to be found in the military weakness of the United Nations and the considerable material aid which Tshombé had received from abroad in arms and planes.

The only obstacle that remained was the Katanga secession, engineered and maintained by foreign mercenaries and financial interests. The Ethiopian representative considered that the United Nations mandate as it applied to Katanga should be clarified to meet the new situation. The United Nations should now help the Central Government to restore order in the Province of Katanga and put an end to the secession. To that end, the Council should in particular authorize the Secretary-General to arrest and forcibly expel any military and para-military personnel and mercenaries covered by paragraph A-2 of the resolution of 21 February 1961 or hand them over to the legally established Congolese authorities for trial under the laws in force in the Congo.

The Congolese Minister for Foreign Affairs, Mr. Bomboko, emphasized that the problem posed by the Katanga secession had been created out of nothing and maintained by foreigners acting in their own interests. All efforts so far made to resolve it had been doomed to failure by the obstinacy, egoism and duplicity of Mr. Tshombé.

It was therefore necessary to clarify and broaden the mandate defined by the resolution of 14 July 1960 concerning United Nations military assistance to the Central Government. Effective and total support of the Central Government in conjunction with co-operation between the United Nations and Congolese forces was the only sure way out of the impasse, for Tshombé would not negotiate unless the balance of forces was against him.

The representatives of Liberia, the United Arab Republic and Ceylon laid special stress on the need to isolate and eliminate the foreign influences at work in the Congo, particularly in Katanga, and to give the Central Government firm support. It was of the utmost importance, they considered, to strengthen and clarify the position of the United Nations in that respect.

They submitted a joint draft resolution the object of which, they said, accorded with the policies of the United Nations as set forth in paragraph 6 of the Declaration on colonialism [General Assembly resolution 1514 (XV)], which provided that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of a country was incompatible with the purposes and principles of the Charter of the United Nations. The essential aim of their draft resolution was to try to bring to an end the foreign support without which the Katanga secession could not continue.

Their draft, they pointed out, remained within the framework of the resolution of 21 February 1961, which had not been fully implemented. Its most important paragraphs strongly deprecated the secessionist activities illegally carried out by the provincial administration of Katanga, with the aid of external resources and manned by foreign mercenaries, and accordingly authorized the Secretary-General to take vigorous action, including the use of requisite measures of force if necessary, for the immediate apprehension, detention pending legal action and/or deportation of all foreign mercenaries and hostile elements as laid down in paragraph A-2 of the Security Council resolution of 21 February 1961. The draft resolution further requested that the necessary steps should be taken to prevent the supply of arms to the Katangese authorities—with particular reference to heavy armaments and aircraft—and lastly called upon all Member States to refrain from promoting illegal activities directed against the United Nations.

On the subject of the murder of Lumumba and his colleagues, the representatives in question declared themselves shocked by the behaviour of the Katangese authorities and the mercenaries who had helped them to perpetrate that crime; those incidents showed even more clearly the need to adopt a resolution designed to put an end to the activity of the mercenaries and other hostile elements.

The representative of France stated that since the beginning of the Congo crisis his Government's attitude had been based on three principles: the sovereignty of the Congo, its unity, and non-interference in its internal affairs. It followed (1) that the sovereignty of any State would be jeopardized if the United Nations were to replace its Government in the exercise of its fundamental powers (2) that respect for the unity of the Congo made it impossible for France to recognize any local authority; that the activities of a handful of French adventurers in Katanga could in no way be imputed to their country of origin, which had forbidden all recruitment in its territory and the delivery of any weapons for the benefit of the Katangese forces.

France had always expressed reservations about Security Council resolutions advocating actions which went beyond the limits set by the Charter for the Organization's activities.

The military operation organized by ONUC in August and at the beginning of September had illustrated the dangers of action going beyond the mandate given to the Secretariat as defined in the Security Council resolution of 9 August 1960, which reaffirmed that the United Nations force in the Congo would not be a party to any internal conflict, constitutional or otherwise.

The Swedish Minister for Foreign Affairs, Mr. Unden, stated that in his Government's view the United Nations action in the Congo ought to be of a limited nature. The United Nations should attempt to keep order and to prevent, if possible, clashes between hostile forces, but it was not charged with the task of participating in a civil war. The Charter did not entitle the United Nations to such an extension of its role, and an extension of that kind, in the present circumstances, would not be desirable from any point of view.

The Belgian Minister for Foreign Affairs, Mr. Spaak, said he could not conceal that it was difficult for him to be completely indifferent to the inaccuracies, injustices and insinuations perpetrated in some speeches, or to the bias displayed by some United Nations bodies as far as the responsibilities and difficulties of Belgium were concerned.

The Belgian Government recognized as the sole legitimate Government of the Congo that which had been formed around Mr. Kasa-Vubu; and in accordance with its duty as a Member State, Belgium had made every possible effort to comply with the will of the Organization. The Belgian Government had always said that it was prepared to implement the resolution of 21 February and to recall from the Congo, with the approval of the President of the Republic, all persons acknowledged to be covered by that resolution.

The problem of the political advisers had been solved: an exhaustive list of names had been drawn up and published in Katanga, at his request, by the United Nations authorities. The persons in that category had left Katanga. In the case of the military personnel, it had originally been agreed that as the Belgian officers left they would be replaced by other officers, of the United Nations, so as not to leave the Katangese gendarmerie without officers; but a new event must have taken place, for the United Nations had decided on 28 August 1961 not to implement the plan for staged withdrawal but take action forthwith. Within a few days, the majority of the Belgian officers had returned to their country. As for the twelve officers left in the Belgian consulate, with the agreement of the United Nations, to organize a full-scale and rapid evacuation of Belgian nationals in case of need, they too had left Katanga after the Organization had changed its stand; so that there was no longer a single officer or soldier answerable to the Belgian Government remaining in Katanga, nor a single political adviser.

The case of the mercenaries presented greater difficulties, since they were professional soldiers acting individually. The Belgian Government had done everything that a democratic Government was entitled to do to prevent the recruitment of mercenaries and punish those responsible.

Turning to the events of 28 August and 13 September, Mr. Spaak said that he had been astonished at the tendentious manner in which United Nations officials had reported the facts. The operation of 13 September had been badly executed and unnecessary, both politically and militarily. When it had turned out badly, an attempt had been made to explain away the mistakes by blaming the Belgians. But no evidence had yet been brought to prove the charge that the Belgian officers arrested on 28 August had been organizing a plot against the United Nations. After the initial statement that the incidents of 13 September had begun with shots fired on United Nations troops from the Belgian Consulate, it was now being cautiously said that shots had been fired from a group of buildings in which the Belgian Consulate was situated.

Mr. Spaak expressed anxiety over the appeals to force that had been made with a view to dealing with a matter which in his opinion, could only be settled by conciliation. In that connexion, he was somewhat disturbed by the three-Power draft resolution.

Mr. Spaak therefore suggested that the draft resolution should contain a paragraph whereby Mr. Tshombé would, for example, be invited to negotiate with the Head of the Congolese Government, the assistance of the negotiators appointed by the Council to be available to the parties if they so requested.

The representative of Ceylon stated that the draft resolution was nothing more than an effort to put some teeth into the United Nations presence in the Congo, so as to avoid a repetition of the failure of the September enforcement action—a failure that had been due to the inadequacy of the material resources available to the United Nations at the time and also to foreign intervention. At a time when the Congo was approaching another crisis, the United Nations Force had to have a clear mandate from its chief, the Secretary-General, who, in turn, had to have a clear mandate from the Security Council. There was no question of authorizing the Secretary-General to go to war; it was a matter of giving him the authority to apply a "requisite measure of force", leaving the choice of those measures to his judgement and initiative.

According to the representative of China, the draft resolution had one fault of omission in that it did not contain an appeal to all groups in the Congo to unite and to support the Central Government in maintaining peace and order and in preserving the integrity of the country. The Charter forbade the United Nations to interfere in the domestic affairs of a State or to take part in a civil war. It was therefore necessary to determine whether the threat to integrity was external in origin or if it was due to internal divisions.

The representative of Turkey approved, in general, of the wording of the preamble and operative part of the draft resolution but expressed strong reservations concerning the paragraph providing for the use of a requisite measure of force for the immediate apprehension, detention or deportation of all foreign mercenaries and hostile elements.

The representative of Ecuador said that the Council was confronted not with any new facts calling for new solutions but rather with a fluid situation necessitating merely an extension or confirmation of the legal measures already adopted under the Council's resolutions, more particularly those of 14 July and 9 August 1960 and of 21 February 1961. His delegation would vote for the draft resolutions, so long as the measures proposed were in keeping with the terms of the Charter and the requirements of the Organization. It noted, however, that no new mandate was necessary to ensure the maintenance of law and order.

In view of the United States representative, the Secretariat's present mandate was reasonably adequate. But the intention of the United Nations had been frustrated in a number of important areas. Moreover, the methods of application, which were based primarily on co-operation by Member States, had not produced the expected results: there had been a steady trickle of arms to Katanga owing to the great difficulty of shutting tight the tap; furthermore, the mercenaries still involved in Katanga were irresponsible soldiers of fortune who were not subject to any effective national control. The United Nations should therefore be given greater responsibility for neutralizing those weapons and ending the problem of mercenaries. Lastly, the Congolese armed forces should be strengthened and retrained by the Congolese Government with United Nations assistance and should possess a small but effective air force.

As for the three-Power draft resolution, it appeared to focus too much on only one aspect of the problem, namely the secession of Katanga, and it did not take account of other secessionist or separatist movements, such as the one that had manifested itself at Stanleyville.

The representative of the United States later submitted a series of amendments designed to give somewhat broader authority to the Secretary-General in the action that he might take and where he might take it.

The United Kingdom representative, replying to allegations concerning assistance supposedly furnished to Katanga from Rhodesia, pointed out that in no single case had satisfactory evidence been produced, and that the allegations were founded on unsubstantiated rumour or on incorrect conclusions. As for the United Kingdom's policy towards the Congo, it was consistently in favour of maintaining the unity and territorial integrity of the country and envisaged the solution of the problem of Katanga through a reconciliation between Leopoldville and Elisabethville.

The use of force could not lead to a solution of the problem; nor should the political solution be imposed by force.

The United Kingdom Government could not accept the view that the United Nations should support the Central Government in bringing Katanga to submission by the use of arms. The unfortunate events of 28 August and 13 September, which had occurred when ONUC had attempted to complete the round-up of mercenaries by force with a view to their expulsion, showed that there had been a serious miscalculation of the premises on which the operation had been planned and of its consequences.

The United Kingdom representative said that in his view the draft resolution was too exclusively concerned with the problem of Katanga. He also stated that the terms of the paragraph in which were set out the Secretary-General's authority in respect of the mercenaries were both imprecise in defining the persons to whom the measures should apply and too permissive in the extent to which those measures could be taken. There was a very grave risk that disaster might be imported into Katanga if, instead of maintaining law and order there, the Secretary-General were to proceed in the manner described in the paragraph in question.

The United Kingdom Government, while strongly opposing the activities of the mercenaries and considering their removal necessary, was of the opinion that, in discharging that part of its mandate, the United Nations must not act in such a way as to provoke reprisals and counter-reprisals.

The continued support by the United Kingdom of the Congo operation would depend upon the skill, the wisdom and the conciliatory manner with which the United Nations carried out its mandate.

The representative of Chile said that the three essential and urgent tasks for the United Nations in the Congo were: (*a*) to strengthen the Central Government and provide it with the military capacity to preserve the country's unity and territorial integrity; (*b*) to continue to act as a force for the prevention of civil war and (*c*) to take strong action for the evacuation of the mercenaries.

The Minister of Defence of India indicated that the real issue at the moment was the presence of mercenaries in Katanga for, without outside assistance, it was not possible for Katanga to offer opposition either to the Central Government or to the United Nations. Moreover, the United Nations was committed to maintaining the integrity and independence of the Congo and to assisting in putting down the civil war caused by the secession of Katanga.

Speaking of the events which had taken place in September, Mr. Menon said that if the operation for the evacuation of mercenaries had not been completed, the fault lay not with the military command but with those who, as a result of pressure brought to bear upon the Organization, had ordered the troops to pull back before completing the operation.

An attempt should certainly be made at conciliation, but conciliation could not be achieved on the basis of a surrender by one party to the other. The Indian Government desired to seek conciliation but not at the expense of Congolese sovereignty.

Force should be used if necessary because the prestige of the United Nations, its authority and ability to prevent an international catastrophe depended precisely on its success in the Congo.

In the course of the Council's discussions, the text of two communications from Mr. Tshombé addressed to the Secretary-General and to certain delegations respectively, was published at the request of the Liberian delegation.

In the first communication, dated 14 November, Mr. Tshombé reaffirmed, on behalf of the Katangese Government, Parliament and people, the existence of Katanga as a sovereign and independent nation, and stated that he continued to favour negotiation in spite of the Central Government's refusal to accept his proposal for an economic and military union which would guarantee the political autonomy of Katanga.

In the second communication, Mr. Tshombé requested the intervention of certain delegations to halt the invasion of Katanga and said that he was prepared to begin immediate negotiations with Prime Minister Adoula and recognized the authority of Mr. Kasa-Vubu as Head of State of a Congolese Confederation in accordance with the formula proposed by the Tananarive Conference in March 1961.

On 21 November the representatives of Ceylon, Liberia and the United Arab Republic initiated a revised text of their draft resolution. The effect of the revision was to make it clear that the Security Council was opposed to secessionist activities in general and insisted that such activities should cease forthwith in Katanga.

The representative of Ceylon felt that he could agree to most of the amendments submitted by the United States, since they reflected the spirit of the three-Power resolution. He hoped, however, that the United States would meet the objections raised by the representative of the USSR. For his part, he would agree to the deletion of the words "hostile elements" from the draft resolution.

The representative of the Soviet Union pointed out that in their statements all the representatives of African and Asian countries had raised the matter of Katanga's being the centre of foreign colonial interference in the affairs of the Congo, which was the basic reason for the whole Congo crisis. Belgium—aided by certain great Powers—and the mercenaries were the moving forces behind that foreign interference.

The efforts made by the Minister for Foreign Affairs of Belgium to refute the charges levelled at his country were unconvincing; the Belgian Government was not as powerless as it was trying to make out. Not only had it been slow in complying with the resolution of 21 February 1961, but Belgian officers had actually fired on United Nations troops.

The United States amendments to the three-Power draft were intended to distract the Council's attention from the main problem, which was the elimination of foreign interference, based on Katanga, in the internal affairs of the Congo. The USSR would therefore oppose them in so far as they provided an instrument for carrying out a policy opposed to the objectives of the three-Power draft.

The sixth United States amendment gave rise to objections because it would give the United Nations the task of reorganizing the Congolese armed forces—a task of such magnitude that it would require the presence of ONUC in the Congo for a very long time.

He was also opposed to the seventh amendment, under which the Secretary-General would be authorized to undertake negotiation and conciliation in order to achieve unity in the Congo. In point of fact, that provision implied negotiation with Mr. Tshombé; but the latter was not competent to enter into discussions on the only basis that was acceptable to the Central Government.

On 21 November, the representative of the Soviet Union submitted three sub-amendments to the United States amendments, reflecting the criticisms he had made of them.

On the same day, the United States representative submitted a revised version of his amendments, taking into account most of the comments made by the sponsors of the draft resolution and by the representative of the Soviet Union.

The USSR representative accordingly withdrew his own amendments, with one exception.

On 24 November, the United States representative submitted a second revision of his amendments, having the effect of limiting the charge of secessionist activities in the strict sense to the provincial administration of Katanga.

The representative of Ceylon made an oral proposal to amend the paragraph concerning the reorganization of the Congolese armed forces so as to make it clear that the United Nations would furnish purely technical assistance, and to amend the paragraph concerning negotiation and conciliation in such a way as to indicate that the Secretary-General would provide the Central Government with assistance in that connexion only at the latter's request.

The Soviet representative argued that those changes would in no way improve the draft resolution, and in a sense would even make it worse. He would therefore vote against the amendments in their original or revised form.

In order to avoid a negative vote by the USSR, the representative of the United States said that he was prepared to withdraw his amendment concerning the new task of conciliation to be entrusted to the Secretary-General.

The only Soviet sub-amendment not withdrawn was rejected. Of the United States amendments, the first, second and fourth were adopted, the third and sixth were rejected, one permanent member of the Council having voted against them, and the fifth failed to obtain the required majority.

The United States representative said that he would vote, with some reluctance, in favour of the three-Power draft, as amended, because he believed that the Council should take a firm stand against the activities in Katanga and lend its full support to the Central Government. The three-Power draft resolution was adopted on 24 November by nine votes to none, with two abstentions (France and the United Kingdom).

The Acting Secretary-General said that he intended to discharge with determination and vigour the responsibilities entrusted to him with a view to the elimination of mercenaries and personnel referred to in paragraphs 4 and 5 of the resolution of 24 November, and that he would employ towards that end as much as possible of the resources available to the United Nations Operation in the Congo. At the same time, he would take account of the critical need for continuing United Nations assistance in the maintenance of law, order and security in many parts of the Congo. Moreover, the United Nations responsibilities flowing from past resolutions on the Congo would continue with new emphasis, and everything possible would be done to avert civil war, even by the employment of force should it prove necessary, as a last resort. The United Nations would thus automatically oppose all armed activities against the Central Government and all secessionist forces. More determined steps would have to be taken with regard to the training and reorganization of the Congolese armed forces under the terms of the previous resolutions of the Council. Lastly, the United Nations would continue and redouble its efforts to achieve national reconciliation by peaceful means. To that end a special representative might be designated to devote his energies exclusively to that task for a limited time.

Recalling the massacre at Kindu and the series of painful experiences suffered at hands of undisciplined Congolese troops by the United Nations personnel, without regard to race, colour or nationality, the Acting Secretary-General said that he had ordered ONUC to take all possible measures to ensure that those who were guilty of the crimes should be punished.

Although he regretted that an ugly charge of discrimination had been levelled publicly at certain members of the Secretariat, the Acting Secretary-General said that he would welcome constructive criticism of the Secretariat and would do everything possible to correct any faults and errors that might have been committed.

The representative of the United Kingdom, explaining the reasons for his abstention, said that even the amended version of the preamble was not strictly accurate, since the Katangans were not at present carrying on armed action; furthermore the resolution went dangerously far in encouraging the local command to use an added measure of force in evacuating the mercenaries, thus perhaps endangering the uneasy peace prevailing in Katanga.

The representative of the USSR said that the steadfast opposition of the Soviet Union had thwarted the attempts that had been made to deflect the resolution from its essential objective. The adoption of the present resolution, which was even more forceful than that of 21 February, would no doubt encounter the same resistance from the colonialist countries and from United Nations personnel. The Acting Secretary-General had been left a poor legacy, and would have to act with firmness and consistency to remedy the mistakes of the past (as he had promised to do) and reorganize his staff in the Congo. Any action taken must be in accordance with decisions as adopted and not with proposals that had not been adopted. The somewhat unfortunate experience of the past sixteen months was due to the fact that the former Secretary-General had not always acted in keeping with United Nations decisions, which he had interpreted in his own way.

In a letter of 23 November 1961 addressed to the Acting Secretary-General, the Soviet representative, then President of the Council, inquired which members of the Secretariat had approved the protocol of the cease-fire agreement of 13 October and on what authority the approval had been given.

In his letter of 24 November to the representative of the USSR, the Acting Secretary-General informed the latter that the protocol relating to the execution of the cease-fire agreement had only become final on 19 October, when, in the absence of a Secretary-General, the Secretariat members who had been given responsible functions in the Congo operation by the late Secretary-General, acting within the general authority of Council and Assembly resolutions, had given approval for agreements on strictly military matters in order to save lives.

On 30 November the Soviet representative, replying to the letter sent to him by the Acting Secretary-General on 24 November, reiterated his view that the cease-fire agreement and the protocol of execution were devoid of all legal force since they had been concluded by certain Secretariat members despite the fact that the Security Council had not authorized them to take such action. Moreover, the agreements were incompatible with the decisions of the Council, in particular that of 21 February 1961 and *a fortiori* that of 24 November 1961. Accordingly, the Soviet Union considered that the agreements were not operative and could in no way obstruct the implementation of the Council's decisions.

In the meantime, the United Nations and the Republic of the Congo on 27 November concluded an agreement relating to the legal status and privileges and immunities of the United Nations Organization in the Congo.

In an address delivered on 28 November, Mr. Adoula, Prime Minister of the Republic of the Congo, said that the meaning of the Council's decision of 24 November was that the United Nations was determined to intensify its aid to the Central Government in order to put an end to the Katangese secession. He also announced that contingents of the Congolese National Army had been sent to the frontiers of Katanga and into the very interior of North Katanga (in the neighbourhood of Albertville). Noting that Belgium had finally decided to put an end to its equivocal policy, Mr. Adoula stated that the Chamber of Representatives had decided, almost unanimously, to renew diplomatic relations with that country.

III. Events following the adoption of the resolution of 24 November 1961

1. Incidents of 28 November 1961 in Elisabethville

Following the Security Council's adoption of its resolution of 24 November 1961, Mr. Tshombé launched an inflammatory propaganda campaign against ONUC which soon degenerated into open incitation to violence. The results were soon to be felt.

On 28 November, Mr. George Ivan Smith and Mr. Brian Urquhart, both of them senior officials of the United Nations in the Congo, were brutally seized by Katangese "paracommandos" and gendarmes while attending a reception given in honour of United States Senator Thomas J. Dodd. The Katangese soldiers beat them severely and attempted to take them away by force. Thanks to the coolness and courage displayed by several guests and by the United States Consul, Mr. George Ivan Smith and a Belgian guest who had come to the aid of the United Nations representative were rescued from their captors, who succeeded, however, in carrying off Mr. Urquhart. The latter was released only following long delays, after being injured and threatened with death repeatedly. During the night of 28 November, an Indian officer who had taken part in the search for him disappeared, and it is presumed that he was killed by the Katangese: the body of his driver was found next day. This incident was different from many others which had occurred in the Congo because there was no mistake about the identity of the victims and the violence was directed against the representatives of the United Nations as such. Moreover, it was obviously the result of the violent campaign that the Katanga authorities had launched against the Organization in radio broadcasts and newspapers and through inflammatory speeches made in public or in the Katangese gendarmerie camps. Mr. Tshombé, among others, accused the Central Government of asking the United Nations for aid in order to crush the Katanga secession, and urged the population to take up arms against the "United Nations mercenaries", who were about to launch "a war" on Katangese territory. The Officer-in-Charge of ONUC voiced a strong protest against the repeated violations of article 8 of the protocol of 13 October which prohibited any propaganda attacks against the United Nations. He reaffirmed the desire of the United Nations for peaceful solutions in conformity with the resolutions of the Security Council. For his part, Mr. George Ivan Smith, in a letter dated 30 November to Mr. Tshombé, protested energetically on behalf of the Secretary-General against the cowardly and savage acts of violence perpetrated against himself and against Mr. Urquhart. The propaganda campaign against the United Nations, which had become particularly virulent immediately after the adoption of the resolution of 24 November, was intensified after the incidents of 28 November.

In his report on these incidents, the Officer-in-Charge of ONUC stated that if Mr. Tshombé's regime did not immediately alter its course, it would in the end be quite unable to control the forces it had unleashed: further acts of violence against the United Nations might well take place, and as a result the cease-fire agreement and protocol would cease to exist. The United Nations forces would then be compelled to employ all legitimate and available means of force necessary to defend themselves and to bring about conditions under which they could carry out their mandate.

2. Events from 2 to 5 December 1961

After the incidents of 28 November, some Katangese authorities attempted to regain control of the situation, but their efforts did not prove effective, as the discipline of the Katangese forces steadily deteriorated.

During the night of 1-2 December, Mr. Tshombé, from Brazzaville, sent a suggestion to Mr. Adoula that the two should meet on 2 December on a boat in the middle of the Congo River. Mr. Adoula suggested that Mr. Tshombé should come to his residence in Leopoldville, giving assurces as to his liberty and security. These suggestions and counter-suggestions remained without effect.

On 2 December, Mr. Tshombé replied to the protests that had been made to him regarding the incidents of 28 November. He strongly deprecated the acts of which the Indian officer and his driver had been the victims.

With respect to his speech of 25 November, in which he had stated that the resolution of 24 November was tantamount to a declaration of war against Katanga, Mr. Tshombé said that it was really difficult to make the Katangese believe that the latest resolution adopted by the Security Council meant anything else. He was prepared to settle all problems by peaceful means and never to take the initiative in aggression.

He also said that he regretted and deplored the incidents in which Mr. Ivan Smith and Mr. Urquhart had been involved, but he rejected the charge that those incidents had been provoked by a propaganda campaign conducted by himself.

3. Military incidents from 2 to 18 December 1961

On 2 December, Katangese gendarmes on duty at Elisabethville airport had to be disarmed and detained by Indian troops of the United Nations after the gendarmes had drunkenly molested airport workers and a woman and opened fire on the ONUC troops.

Following that incident, the Katangese gendarmerie set up two roadblocks, one at the tunnel underneath the railway track and the other on the road to the Baluba refugee camp and to the camp of the Swedish troops of ONUC. This operation was clearly designed to impede vital ONUC communications.

During the same night, several other incidents involving the use of force occurred; in particular, seven Swedish, two Norwegian and one Argentine, military members of ONUC, were abducted by Katanga forces. The drunken Katanga gendarmes detained by ONUC were delivered to the Katanga authorities after Mr. Kimba, the "Minister for Foreign Affairs", had agreed that the Katanga gendarmerie be cleared from the streets of Elisabethville to avoid any new incidents. On 3 December, however, the gendarmerie, who had been temporarily withdrawn, returned and manned the roadblocks set up the previous night. Thereupon, the United Nations representatives requested the complete withdrawal of the gendarmerie from Elisabethville, as their continued presence could lead to incidents and conflict. The response was negative.

On 3 December the gendarmerie fired at some Swedish soldiers who were trying to pass through the tunnel roadblock in a car. The driver was killed and the passengers injured. Several members of the Swedish medical personnel who went to attend them, including a doctor, were taken away by the gendarmerie. The representative of the Secretary-General again insisted on the withdrawal of the Katanga forces from the town and asked to be informed within half an hour whether such an order had been given. Mr. Kimba interpreted that request as an ultimatum and rejected it.

During the day of 4 December, the United Nations vainly attempted to secure the release of fourteen of its personnel believed to be in Katangese hands. There were indications that the gendarmerie was acting in accordance with a plan to secure United Nations hostages.

During the same day, the Katangese "paracommandos" set up a strong roadblock on the road to the airport, cutting communications between the airport and ONUC headquarters in Elisabethville. Mr. Kimba was informed that if he did not have the roadblock removed, it would be cleared by force. But despite Mr. Kimba's assurance that his troops would be withdrawn, the roadblock was still held next day. At a conversation with Mr. Kimba which took place at 11.30 a.m. on 5 December, it was obvious that he no longer had any control whatever over his troops. Moreover, it was evident from many signs that a plan by the gendarmerie for a full-scale attack on the United Nations was being put into effect. It had also become clear that ONUC's efforts to restore its vital communications by peaceful means had failed. There remained only one solution; to clear the roadblock by military means; further forbearance could only jeopardize the lives of ONUC personnel. At 1.45 p.m. on 5 December, ONUC accordingly took action to clear the roadblock between the airport and ONUC headquarters, Indian troops successfully completing the operation in about half an hour, with losses of one officer killed and four men wounded. Thereupon, members of the gendarmerie, commanded by mercenaries and other non-Congolese "volunteers", opened increasingly heavy fire with heavy mortars, machine guns and rifles against the ONUC positions, including the ONUC headquarters at Elisabethville, where casualties were sustained.

The events of 5 December, as well as the inflammatory campaign by the provincial authorities and the manifest preparations for a concerted attack against ONUC's positions, made it imperative for the ONUC Force Commander to order the execution of the essential measures necessary in self-defence for the maintenance of public order and the restoration of ONUC's freedom of movement.

During the night of 5-6 December, the Katangese engaged in several aggressive actions; in particular, bombs were dropped on the airfield.

In order to prevent the arrival of Katangese reinforcements in Elisabethville, ONUC undertook air action on 6 December against various bridges and railway lines and against the airfields at Jadotville and Kolwezi. On 6 December, Swedish troops removed the Katangese roadblock at the tunnel.

As the civilian population, especially the non-African part of it, had become alarmed, the possibility of evacuating the European population was considered; but that would have been very difficult, since the Katangese gendarmerie had cut the road to the Rhodesian frontier. At the airfield and at ONUC headquarters in the town, the water and electricity connexions were cut on the morning of 7 December. Radio Katanga continued its campaign against the United Nations and appealed to the population to assemble at the presidential palace, for distribution of arms. Before undertaking any major defensive action, the ONUC force awaited the completion of its plan for reinforcement. This was the more necessary since part of the ONUC troops were in the midst of a normal rotation operation when the unanticipated hostilities started.

The reinforcement of the ONUC forces in Elisabethville was completed on 14 December. It was carried out partly with the assistance of transport aircraft specially made available to the United Nations by the United States. Between 8 and 14 December, military operations took place, *inter alia*, at the Sabena Guest House, where the Katangese forces were cleared out on 8 December; at the airfield, where attacking Katangese forces were repulsed; in the neighbourhood of the Baluba refugee camp, which was repeatedly fired on by the Katangese gendarmerie, with heavy loss of life; at the transmitter of Radio Katanga, which continued to broadcast calls to arms and which was damaged by United Nations jet aircraft; at Camp Massart, which was strafed on 10 December by United Nations aircraft; and at ONUC headquarters, which continued to be subjected to heavy fire. Elsewhere in Katanga, in particular at Manono, the gendarmerie was disarmed by the ONUC troops. On 9 December, ONUC carried out an air strike in the centre of Elisabethville, against the post office, which was being used for Katangese military communications and for inflammatory broadcasts. Other air sorties were made on 12 and 13 December against the Lido area on the edge of the town, from which the ONUC positions had been subjected to heavy Katangese mortar fire. However, ONUC carried out no bombing missions. While at one point a request for the supply of bombs had been made of the United Kingdom, the Acting Secretary-General subsequently withdrew it. ONUC's air and land activity was kept to the strict minimum; unfortunately, some civilian installations were accidentally hit, but there were only a few such cases. There were casualties among the civilian population too on these occasions, as also when the ONUC troops were obliged to respond to sniping from houses occupied by civilians. The Katanga forces consistently used the presence of civilians to shield their activities; they placed their mortars near hospitals, schools, consulates and private houses. The frequent mortar fire in the centre of the town resulted in loss of life and material damage, for which the Katanga forces were responsible. In addition, these forces regularly abused the Red Cross symbol; Mr. Olivet, the chief delegate of the International Red Cross at Elisabethville, vainly attempted to prevent this, requesting Radio Katanga to broadcast hourly messages for that purpose. On the afternoon of 13 December, Mr. Olivet and two other Red Cross representatives were reported missing.

On 23 December the bodies of Mr. Olivet and his two Red Cross companions were found beside a burnt-out ambulance near the old airfield.

In February 1962, a commission of investigation was appointed by the Acting Secretary-General of the United Nations and the International Committee of the Red Cross. The task of the commission was to carry out an impartial and independent inquiry into the circumstances of the tragic death of the Red Cross representatives on 13 December at Elisabethville. On 8 June 1962, after making a full and thorough investigation, the commission submitted its report to the International Committee of the Red Cross and the United Nations.

As soon as reinforcement of the United Nations troops had been completed, it was decided to move round Elisabethville, eliminating all Katangese positions on the edges and establishing control round the perimeter. It was thus possible to avoid a frontal attack on the town, which would have caused considerable loss of human life and damage to property. This operation was completed in three days.

Thus, on the night of 14-15 December, a unit of Indian Gurkhas cleared the areas along the sides of the road to the airport, thereby reopening a line of communication of vital importance to ONUC, and on 16 December the United Nations forces attained three important objectives: (*a*) the Lido area and the road to the Rhodesian frontier were taken by Ethiopian troops, who came under intensive fire from the premises of the Union Minière and from other buildings in the area; (*b*) Swedish units captured Camp Massart; (*c*) Irish troops captured the tunnel under the railway track.

On 17 December, as the Ethiopian troops in the Lido area were still being subjected to heavy fire from the buildings of the Union Minière, which led to six ONUC men being killed and several wounded, an air strike with rockets and gunfire had to be made against that position.

Starting on 18 December, United Nations armoured columns patrolled slowly through the streets to re-establish law and order in the town. All possible assistance was given by ONUC to civilians, and strict orders were issued to the United Nations troops not to break into private houses unless there was a specific reason—such as sniping—for doing so.

The United Nations also co-operated in arranging for a train to be sent to Elisabethville from Rhodesia to evacuate 382 women and children to that country. The total number of non-Congolese killed as a result of all these occurrences during the fighting in December was estimated by the International Red Cross to be thirty-two at the most. There is no exact figure for the loss of life among the Congolese civilian population; many Congolese were killed by gendarmes in the African townships for tribal or political reasons.

4. Exchange of communications between the representatives of Belgium, the United Kingdom and the Republic of the Congo (Brazzaville), on the one hand, and the Acting Secretary-General, on the other hand

On 8 December 1961, the Belgian Minister for Foreign Affairs informed the Acting Secretary-General of the distress and disapproval which the Belgian Government felt at the "operations of war" being conducted by the ONUC forces in Katanga.

The ONUC troops, Mr. Spaak said, had not always scrupulously respected the obligations of the Geneva Convention. There had been a number of killed and wounded among African and European civilians who had not taken part in the operation, while in certain cases a request for the evacuation of persons who had been trapped had met with no response. The operation was no longer a police action but an operation of war which was out of proportion to the cases cited, exceeded the mandate given to the Secretary-General and went beyond the requirements of self-defence. The Belgian Government therefore wished to know what the objectives of the United Nations in Katanga were and on what legal basis they rested.

The Acting Secretary-General rejected with vigour the charge that the United Nations troops were not respecting the Geneva Convention. He recalled that from the beginning of the operation certain non-African civilians had participated in the fighting against the United Nations troops; that the Union Minière had given considerable assistance to the Katangese secessionists; and that the hostilities had been preceded and caused by many incidents directly against ONUC personnel—campaigns of violence, abduction of hostages, assault and battery, murders, the setting up of roadblocks, etc.

In view of the measures taken to cut the United Nations forces' essential lines of communication, in accordance with a plan (discovered in the meantime) for a full-fledged attack against vital United Nations positions, the Organization had had to use force in self-defence to safeguard its communications.

The United Nations had never refused to evacuate civilians when it was physically possible and safe to do so. The Acting Secretary-General regretted the casualties suffered by civilians, both Congolese and European, but the efforts of the United Nations troops (who had been given strict orders to safeguard as far as they possibly could the lives and property of the civilian population) had been impeded by the brutal methods of the mercenaries.

As regards the Union Minière, which according to the Belgian Minister for Foreign Affairs had asked the United Nations to protect its buildings, the Acting Secretary-General said that his representative in Elisabethville had never received any request of that kind from the company's local officials. Representatives of the company had even boasted openly of their military aid to the gendarmerie.

Throughout the series of provocations and wanton and brutal assaults to which it had been subjected, ONUC had shown great self-restraint, and had endeavoured to settle the crisis by negotiations. But the bad faith of the Katangese authorities had soon shown that no negotiations were possible, since at the very time that they were pretending to negotiate, they had been preparing for further attacks on ONUC. If the operation undertaken in self-defence on 5 December had assumed proportions which went beyond those of a purely defensive action, that was because after ONUC troops had removed the roadblocks, they had been attacked by the gendarmes and mercenaries with increasing violence. In conclusion, the Acting Secretary-General recalled that on 10 December he had publicly stated that ONUC would pursue its operations by military or other means up to such time, and only up to such time, as it had regained its freedom of movement, restored law and order and ensured that law and order would be preserved. The United Nations would also need to be satisfied that it would be able to go ahead with the implementation of the Security Council resolutions without hindrance.

In the statement of 10 December referred to, the Secretary-General had described as false certain statements in the Press alleging that the aim of the United Nations operations in Katanga was to force a political solution of the Katanga problem, and repeated that he was fully aware of the need for reconciliation and pacification.

In another message to the Foreign Minister of Belgium, dated 18 December 1961, the Acting Secretary-General drew his attention again to the reprehensible comportment of non-Congolese mercenaries and civilians who led and instigated the gendarmes into senseless combat against the United Nations. To his profound regret, the Secretary-General was not aware that these tactics had earned the persons in question—many of them Belgian nationals—any reprimand from Brussels.

On 15 December, the President of the Republic of the Congo (Brazzaville) asked for an immediate meeting of the Security Council to order a cease-fire in Katanga.

In a telegram to the Acting Secretary-General of the same date, he called upon him to give instructions for an immediate cease-fire in Katanga, and in a *note verbale* his representative in New York stated that in the opinion of his Government the continuation of military operations would exceed the limits set by the need to maintain order, the obligation to protect United Nations troops and the duty to bring about the withdrawal of mercenaries. The continuation of hostilities would, on the contrary, imply a deliberate intention to intervene in the settlement of the Congo's internal political problem. In his reply of the same date, the Acting Secretary-General referred to his public statement of 10 December explaining the genesis and purpose of the military operations in Katanga.

On 16 December, the President of the Republic of the Congo (Brazzaville) informed the Acting Secretary-General that he had decided to forbid aircraft engaged in transport on behalf of ONUC to land in or fly over the territory of his country.

In his reply, the Acting Secretary-General stated that the defensive moves by ONUC were the very least that had to be done if it was to fulfil its appointed task. He also pointed out that the measures contemplated by Brazzaville would constitute a hindrance to the fulfilment of the purposes of the United Nations. They would amount to a flagrant violation of the Council and Assembly resolutions on the Congo. He expressed the hope that those measures would not be instituted.

On 18 December, the Brazzaville Government made it known that it had decided to suspend authorization for the transit of civilian and military representatives of the United Nations through its territory. The measures which that Government had so far taken would, however, be rescinded as soon as fresh facts were available.

5. The Kitona agreement

On 15 December 1961, Mr. Tshombé informed the President of the United States that he wished to negotiate with Mr. Adoula on the various aspects of the Congo problem. Arrangements were immediately made by the Acting Secretary-General, to whom President Kennedy had forwarded Mr. Tshombé's message, and by Mr. Adoula, to meet Mr. Tshombé and his staff at Kitona base. The Organization, without declaring a cease-fire, decided that the ONUC forces, while continuing non-offensive movements on the ground or in the air, would not open fire during the talks unless they were fired on first. It also guaranteed the safety of Mr. Tshombé and his emissaries. The ONUC Command in Elisabethville unilaterally ordered a hold-fire at 7 a.m. on 19 December. Up to the time of Mr.

Tshombé's departure at 8 a.m. on 19 December, there was heavy mortar fire from the Katanga forces in the Union Minière area. The company's buildings were held by non-African extremists, mercenaries and "*affreux*". In the small hours of the morning of 19 December Ethiopian troops of ONUC, to avoid constant losses, occupied the area of the Union Minière factory. It was discovered that there had been two Katangese military camps in that area.

There was sporadic shooting in other parts of the town, and some Baluba refugees who had succeeded in escaping the vigilance of the Swedish units began to raid private houses. ONUC promptly put an end to that. Meanwhile, ONUC troops had also discovered in a house an elaborate map of Elisabethville showing an ingenious plan for depriving the United Nations forces of freedom of movement.

The two parties gathered at Kitona for their first formal meeting at 8.30 a.m. on 20 December. In the late afternoon and again towards the middle of the evening, representatives of the United Nations were invited to join the meeting. After a good deal of difficulty, agreement on the form and substance of the declaration to be made by Mr. Tshombé was reached in consultations with Mr. Adoula and Mr. Tshombé outside the meeting room at approximately 2.30 a.m. on 21 December.

The agreement consisted of a declaration by Mr. Tshombé, a letter from him to Mr. Bunche and letters from Mr. Bunche to the provincial President and to the Prime Minister. In this declaration, in which he defined his position without reservation, Mr. Tshombé accepted the application of the *Loi fondamentale*; recognized the indissoluble unity of the Congo; recognized Mr. Kasa-Vubu as Head of State; recognized the authority of the Central Government over all parts of the Republic; agreed to the participation of Katangese representatives in the Governmental Commission to be convened at Leopoldville on 3 January 1962 for the purpose of studying the draft of the future constitution; pledged himself to enable deputies and senators from Katanga to discharge their national mandate from 27 December 1961; agreed that the Katanga gendarmerie should be placed under the authority of the President of the Republic; and pledged himself to ensure respect for the resolutions of the General Assembly and the Security Council.

In his letter to Mr. Bunche, Mr. Tshombé drew attention to the fact that the haste with which his journey had been made had not given him time to consult the competent authorities of Katanga so as to be authorized to speak on their behalf. He proposed to do so on his return and to inform the Central Government of the steps to be taken with a view to the application of the declaration. Mr. Bunche, in his letter acknowledging receipt of Mr. Tshombé's letter, expressed the view that the prompt and effective application of the declaration made by Mr. Tshombé could serve as the basis for a settlement of the problem of Katanga: he made the same statement in his letter to Mr. Adoula of 21 December.

6. POLITICAL DEVELOPMENTS IN KATANGA FOLLOWING THE KITONA AGREEMENT

Immediately on his return, Mr. Tshombé proceeded to summon the Provincial Assembly to meet at Elisabethville on 3 January 1962 for the purpose of discussing the agreement. On 25 December, he indicated his readiness to send the Katangese national parliamentary representatives to Leopoldville, and he dispatched three Katangese officials to the capital to participate in discussions for the modification of the constitutional structure of the country. President Kasa-Vubu, for his part, convoked the Provincial Assembly of Katanga to meet in extraordinary session at Kamina—an act which Mr. Tshombé regarded as irregular and contrary to the *Loi fondamentale*. On 4 January 1962, when a quorum was obtained, the Provincial Assembly, meeting at Elisabethville, referred the Kitona Declaration to a parliamentary commission for study.

Early in January Mr. Tshombé applied to ONUC for the services of a neutral juridical expert, whose sole task it would be to examine the form and presentation of the conclusions drawn from the Assembly's discussions and their conformity to the prescribed procedure; the expert would not be asked to express any opinion on matters of substance.

This request in amended form was submitted to the Central Government for consideration; since nothing more than a request for normal technical assistance was involved, the Central Government made no objection of principle, on the understanding that the expert concerned would at no time be required to pass judgement on the legality of that Government's actions.

The United Nations legal expert declined to advise on the legality of the report adopted on 7 January 1962 by the Katangese parliamentary Commission on the Kitona agreement; however, he found on studying the report that its contents were contrary to the terms of the *Loi fondamentale*, inasmuch as the Commission envisaged compliance with that Law and with the authority of the Central Government only after a considerable number of conditions had been met.

The Commission decided to request the expert's assistance in drafting a new report, which would be legal both in form and in contents and which would adopt without reservations the Kitona Declaration. On 13 February 1962, the Commission adopted by thirteen in favour, with one abstention, its second report, in which it recommended that the Assembly should adopt the Kitona Declaration and requested the government to take, in collaboration with the Central Government, the measures necessary for the implementation of that Declaration.

On 14 February, during the second reading, the report was altered to make reference to the "draft declaration" of Kitona. On 15 February, after hearing a sharply critical speech by Mr. Tshombé, the Assembly, with forty-two members present, adopted by thirty-five votes in favour, with four abstentions, a resolution accepting the draft declaration of Kitona as a potential basis of discussion with a view to the settlement of the Congolese conflict. It authorized the government of Katanga to establish contact with the Central Government with a view to ensuring a solution in the spirit of the draft declaration, by negotiation and peaceful means, with all due dispatch. This resolution was accompanied by a series of recommendations addressed to the Central Government, which was enjoined to uphold, in common with the six provincial entities composing the Congo, the *Loi fondamentale*, especially the provisions fixing the number and determining the limits of those entities, and to take into account the particular characteristics of Katanga. The Assembly of Katanga asked the Central Government to forego taking punitive measures against any Katangese officers who might have executed the orders of the Katanga government since 30 June 1960, to avoid sending to Katanga officers hostile to the Katanga authorities, to refrain from showing partiality in the internal dissensions of Katanga, and not to oppose the restoration of the authority of the government of Katanga over the whole of the Province.

The Provincial Assembly further recommended that the work of preparing a new constitution should be speedily concluded, and that the aspirations of each entity should be taken into account. Lastly, it reserved its right to ratify the final agreements which might be concluded between the "authorities at Leopoldville" and those of Katanga in conformity with the authority given to the government of Katanga.

On 16 February Mr. Adoula, after noting the approval of the Kitona agreement by the Provincial Assembly, invited Mr. Tshombé to meet him at Leopoldville on 21 February for the purpose of discussing the procedure for carrying out the terms of the agreement. On 19 February he wrote to Mr. Tshombé that, with a view to the settlement of the internal problem of Katanga, it would be desirable for a session of the Provincial Assembly, attended by all the provincial elected representatives of Katanga, to be convened in a place where security and freedom of expression could be fully guaranteed.

In the course of an exchange of communications between the President of Katanga Province and the Officer-in-Charge of ONUC on the one hand, and between the latter and Prime Minister Adoula on the other, the guarantees requested by Mr. Tshombé for his own and his party's security for the period of their visit to Leopoldville, for their freedom to decide the time of their return to Katanga, and for their actual return, were spelled out.

The United Nations reiterated its guarantee in the form in which it had been given to Mr. Tshombé on the occasion of his visit to Kitona in December 1961. The United Nations further assured him that if the question of the warrant for his arrest issued by the Central Government on 8 September 1961 was raised, it would oppose the execution of that warrant, because any such action would nullify the assurances regarding Mr. Tshombé's security given him by the United Nations with the agreement of the Central Government. On 15 March 1962, Mr. Tshombé went to Leopoldville to open discussions there with Mr. Adoula, the Prime Minister.

7. MILITARY AND CIVILIAN ACTIVITIES FOLLOWING THE KITONA AGREEMENT

The decision on the part of ONUC forces to refrain from opening fire unless and until fired on first has been maintained since the conclusion of the Kitona talks; incidents and tension have progressively diminished. However, a new source of disturbance appeared in the form of acts of terrorization committed by the gendarmerie and certain non-Congolese elements against members of the Baluba, Tshokwe and other tribes.

Civilian life at Elisabethville has slowly been returning to normal. Measures have been taken, in collaboration with the local authorities, to restore public utilities to working order; to assist in the maintenance of law and order, and in particular to halt looting; to trace missing persons; and to restore normal economic life and communications.

Discussions have been held with officials of the Union Minière which led to a resumption of its industrial operations; ONUC officials have insisted, in particular, on the necessity of adequate military surveillance and inspection.

In addition, measures for the maintenance of law and order in Elisabethville were reinforced and extended, *inter alia*, through the use of mixed patrols. Steps were taken to evacuate some 1,300 squatters from residential areas, and to prevent the trouble often caused by groups of Baluba refugees on marauding expeditions into various parts of the city. Concurrently with these operations, the Katangese authorities, at the suggestion of ONUC, made efforts to facilitate the return of these persons to their original communes and announced measures to ensure that they would not be victimized or harassed.

However, less than 5,000 of the refugees could be induced to return to the communes on the strength of Katangese assurances that the persecutions which had driven them into the camp would not recur. Mr. Nils Gussing, seconded from the Office of the United Nations High Commissioner for Refugees, was then placed in charge of the camp, where more than 70,000 refugees were living in unavoidably squalid conditions. On the basis of his recommendations, the Officer-in-Charge ordered the camp cleared by returning all refugees who so wished to their ancestral lands, where the tribal leaders concerned had given assurance to ONUC that the refugees would be properly reintegrated into the local economy.

By the end of the period covered in this report, the problem of the Elisabethville refugee camp was well on its way to a solution. About 50,000 men, women and children had been evacuated by UN facilities, most of them to Kasai. By the end of July, with the transport of approximately 5,000 more to Kasai and an estimated 15,000 to North Katanga, the operation was expected to be completed.

8. INCIDENTS OF 1 JANUARY 1962 AT KONGOLO

On 1 January 1962 twenty-two missionaries of the Order of the Holy Spirit, members of the teaching staff and most of them Belgian nationals, were murdered at Kongolo (northern Katanga) by undisciplined Congolese troops who were under the effective control neither of the Central Government nor of General Lundula's command at Stanleyville.

In his *notes verbales* of 17 January and 3 February 1962, the Permanent Representative of Belgium deplored the fact that it was possible for such revolting events to take place without any intervention by the United Nations forces, despite his repeated warnings about the need to maintain order and personal safety at Kongolo as in other parts of the Congo. He claimed that the ONUC Commander, in order to concentrate his forces in Katanga, had been led to withdraw his troops from whole areas, thus endangering the safety of the inhabitants. In that respect there was a regrettable divergence of views between the Belgian Government and the United Nations regarding the role of the ONUC forces in the Congo. As early as 8 December Mr. Spaak had drawn attention to the obvious lack of proportion between the methods adopted in Katanga and the apparent aim of the ONUC military operation, which was said to have been undertaken merely in exercise of the right of self-defence.

The Acting Secretary-General, after expressing his deep regrets to the representative of Belgium, informed him on 27 January 1962 that a Commission of Inquiry had been dispatched to Kongolo and that Mr. Sendwe, Deputy Prime Minister, and General Lundula were participating in its work. However, it was still impossible at that time to ensure the protection of persons by direct ONUC action, since ONUC had no troops anywhere near the Kongolo area. The Acting Secretary-General pointed out that the United Nations Force had for the past eighteen months been prevented from stationing troops at Kongolo owing to the opposition of the Katanga gendarmerie, which was 1,800 strong. The Kongolo massacre had taken place two days after the gendarmerie had withdrawn from the town on 30 December 1961, a move of which neither the Central Government nor ONUC had been informed. No request had been made for ONUC assistance in evacuating civilian from Kongolo.

Furthermore, the ability of ONUC to assist in the maintenance of law and order had been sharply circumscribed in recent months because it had been obliged to give priority to the restoration of law and order and of its own freedom of movement at Elisabethville. In the circumstances ONUC had been obliged temporarily to withdraw the units stationed at Kabalo, Nyunzu and elsewhere. As early as 14 December 1961 the Acting Secretary-General had pointed out to the representative of Belgium that the responsibility for the consequences of the troop movements ONUC had been obliged to undertake would attach to the non-Congolese elements which, in connivance with the Katanga authorities, were instigating, financing and arming, a "secessionist movement" and had started making reckless assaults on the United Nations, thus jeopardizing the safety of their innocent compatriots elsewhere in the Congo. That warning had gone unheeded. Meanwhile, arrangements had been made to evacuate all non-Congolese nuns and priests from northern Katanga.

As soon as the operations undertaken by ONUC in Katanga in exercise of its right of self-defence had achieved their objectives, the ONUC Force Commander had taken steps to return United Nations garrisons to disturbed areas of northern Katanga and Kivu. Persons believed to be suspects in the two incidents at Kindu and Kongolo had been identified, and further steps were in preparation.

Subject to considerations of military necessity, ONUC authorities would continue to do everything in their power to protect the safety of persons anywhere in the Congo.

9. Developments in Katanga with special reference to the problem of mercenaries

During the military action in early December, thirty-one non-Congolese were apprehended by ONUC forces. Nineteen civilians were later released; the others were interrogated in Leopoldville. It was reported that various groups, including a group of French mercenaries, had meanwhile left Elisabethville, heading for the Rhodesian border. It would seem, however, that the recruitment of mercenaries for Katanga continued in certain countries and that equipment in various forms was being surreptitiously smuggled across the borders. On 29 and 30 December respectively, the acting Secretary-General asked the Governments of the United Kingdom and Portugal for their co-operation in ensuring that mercenaries and arms, equipment and other military material did not enter Katanga from or through the territory of Rhodesia or Angola. Neither Government, though their reasons were different, accepted the Secretary-General's proposal that United Nations observers should be stationed at a few airports and roads used by traffic to Katanga. The Rhodesian Government suggested that the Secretary-General should visit the Federation to discuss all aspects of traffic across the border. After consulting his Advisory Committee, the Secretary-General replied that he was unable to accept the invitation but would consider sending a high official to take part in discussions on that subject.

On 27 December, contacts between ONUC and the Katanga authorities were resumed for the purpose of achieving full compliance with the Council resolutions of 21 February and 24 November 1961.

On 24 January 1961, Mr. Tshombé reiterated his government's firm intention to eliminate the mercenary problem once and for all and said that he would submit a plan to ONUC without delay. He produced a list of foreign officers and "volunteers", with the severance compensation paid to them, and stated that certain well-known mercenary officers had recently been expelled. The Officer-in-Charge of ONUC emphasized that the resolutions mentioned above must also be applied at Kolwezi, Jadotville, Kipushi and any other centres which might be used by the mercenaries if they chose to launch military operations again. Mr. Tshombé proposed that a joint commission of civilians should be set up and should have access to all those places and to any others it might wish to visit. He confirmed his intentions in a letter to the ONUC representative dated 27 January 1962. In that letter he suggested a time-limit of one month for the evacuation of the mercenaries and asked the United Nations to free the military camps and industrial establishments and to solve the problem of the refugee camps.

In his reply of 30 January, the Officer-in-Charge of ONUC said that the elimination of the mercenaries should be undertaken immediately; he asked for a full list of all the mercenaries who had been in Katanga or were still there to be sent to him without delay. Regarding Mr. Tshombé's proposal that one or more joint commissions should be set up to ensure that the operation was carried out, the Officer-in-Charge of ONUC pointed out that it was for the United Nations to decide whether its representatives in the commission or commissions should be civilian or military.

In his two letters of 2 February 1962, Mr. Tshombé agreed to the establishment of several joint commissions (two initially), each to be composed of two civilian members and two officers from each side. The task of the commissions, according to Mr. Tshombé, would be to seek out any mercenaries who, despite the measures already taken by the Katangese government, might attempt to hide in Katangese territory. They would be completely free to go wherever they wished and would have full authority to collect any relevant evidence and to apprehend and expel from the Congo any mercenaries they found.

The membership of the commissions was settled on 7 and 8 February. On 9 February, they left, one going to Jadotville and the other to Kipushi. At a joint meeting held on 7 February, the members representing ONUC asked to be provided at the earliest possible date with all the information necessary for them to carry out their task.

When the first joint commission visited Jadotville, it was informed that the gendarmerie no longer contained any European mercenaries. The second commission, which went to Kipushi, was told that Colonel Faulques had been arrested on Mr. Tshombé's orders but had escaped on or about 15 February with about sixty mercenaries, whose whereabouts were unknown.

On 12 February, one of the Katangese representatives handed the ONUC representative a list containing the names of eighty-nine other volunteers, in addition to those appearing in a list transmitted by Mr. Tshombé on 30 January.

The ONUC representatives constantly pressed for more details, but they received only fragmentary information.

10. Developments relating to Mr. Antoine Gizenga

When the national union Government was formed at the end of July 1961, Mr. Antoine Gizenga, who at that time was still living in Stanleyville, was appointed Deputy Prime-Minister. He returned to Leopoldville on 3 September 1961 to take up his position and immediately afterwards went to the Belgrade Conference together with Mr. Adoula. Shortly after the return of the Congolese delegation to Leopoldville, he asked to be allowed to return to Stanleyville for a few days in order to collect his personal belongings; he left for Stanleyville on 4 October.

Despite numerous reminders from the Prime Minister that he should return, Mr. Gizenga stayed in Stanleyville. There he engaged in various political activities directed against the Central Government, attempted to bring the gendarmerie under his sole control and tried to arrest General Lundula and the other members of the commission set up to investigate the Kindu massacre.

From 8 to 15 January, the situation progressively deteriorated in Stanleyville, where the provincial President declared his loyalty to the Central Government. On the morning of 13 January, fighting broke out at Camp Ketele between the gendarmerie which was loyal to Mr. Gizenga and General Lundula's men, resulting in the death of fourteen men. General Lundula requested that the United Nations should help restore law and order by disarming the gendarmerie. Having been informed of this request, the Council of Ministers transmitted it, on the same day, to ONUC. The Acting Secretary-General confirmed to Mr. Adoula that the assistance requested could be afforded within the framework of ONUC's mandate to help the Central Government to maintain law and order and prevent civil war.

During the fighting, the ONUC troops mounted guard throughout the town in order to protect the civilian population, but they did not have to intervene. After the gendarmes had surrendered, ONUC helped the ANC troops to disarm them. These events and actions gave rise to a series of successive measures adopted by the Chamber of Representatives and the Central Government: (i) resolution No. 14 of 8 January, adopted by the Chamber by 66 votes to 2 with 7 abstentions, which requested Mr. Gizenga to return to the capital within forty-eight hours to answer charges of secessionism and of maintaining a private militia; (ii) a telegram sent by Mr. Adoula on 9 January ordering Mr. Gizenga to return to Leopoldville within forty-eight hours; (iii) a motion of censure introduced on 12 January by forty-five national deputies, which called for the lifting of Mr. Gizenga's ministerial mandate; (iv) a motion removing Mr. Gizenga from his position as Deputy Prime Minister, adopted on 15 January by the Chamber by 67 votes to 1 with 4 abstentions; (v) Ordinance No. 1/62, issued by the President on 15 January, which gave effect to that decision as from the following day.

On the evening of 16 January, Mr. Gizenga, who was being guarded at his residence by General Lundula's troops, was informed of the motion of censure adopted by the Chamber of Representatives. He had already, on 14 January, notified Mr. Adoula by telegram that he would be in Leopoldville on 20 January. On 16 January, he informed the President of the Chamber that he would submit his resignation, if necessary, only when the Chamber had given him a hearing, in accordance with the rules of the parliamentary system and with his fundamental freedoms. On 17 January, he sent a message to the Acting Secretary-General saying that the Chamber's decision of 15 January could have no validity until he had been given a hearing. He added that the decision in question was an artful manoeuvre to confront him with a *fait accompli,* the intention being to take him prisoner as soon as he left Stanleyville, whereas he had indicated on 14 January that he would be back in Leopoldville on 20 January. He confirmed, also, that he had asked the United Nations to ensure his safety during the journey. In a message to Mr. Adoula dated 17 January 1962, the Acting Secretary-General expressed the hope that all the procedures employed in dealing with Mr. Gizenga would be entirely in accordance with the law of the Congo, that they would be consistent with due process of law and that Mr. Gizenga's rights would be respected. He said that the United Nations would give assistance, if requested, in ensuring Mr. Gizenga's safety.

Meanwhile, the Central Government was setting up an investigation commission with the task, *inter alia,* of determining Mr. Gizenga's responsibility for the recent incidents in Stanleyville and making recommendations regarding any legal action to be instituted against him.

On 20 January, Mr. Gizenga arrived in the capital aboard a United Nations aircraft and ONUC took all the necessary security measures consistent with its mandate.

Meanwhile, Mr. Adoula had informed the Acting Secretary-General that he fully shared his anxiety to afford Mr. Gizenga all practical and legal safeguards for the protection of his interests.

On the evening of 22 January, Mr. Gizenga made it known that he no longer wished to be protected by the United Nations. That task was therefore left to the Central Government, which informed the Officer-in-Charge of ONUC that in view of the disturbances to which Mr. Gizenga's presence in Leopoldville might give rise, it had been decided that he should be transfered by ONUC from the Royal to 78A Avenue Lippens.

On 23 January, the Officer-in-Charge of ONUC sent a letter to Mr. Gizenga in which he pointed out that in view of the new arrangements made regarding his residence, the United Nations was relieved of all responsibility for his safety. Mr. Gizenga gave written acknowledgement that he had received the letter. He was then transferred from 78A Avenue Lippens to another residence, situated in the "Cent Maisons" area at Camp Rhodeby. On 25 January, the Prime Minister, the President of the Chamber of Representatives, the President of the Senate and Mr. Sendwe, Deputy Prime Minister, visited Mr. Gizenga. After this meeting, the *Présidence du Conseil* issued a communiqué in which it stated that Mr. Gizenga was not under house arrest but that the Government had had to take certain security measures to ensure his safety. Upon a complaint from Mr. Gbenye, the Minister of the Interior, that he had not been permitted by ONUC to see Mr. Gizenga, it was explained that in order to give Mr. Gizenga the full protection he had requested, it had been decided that no visitors to his residence would be allowed except United Nations officials in the performance of their duties and persons previously authorized by the Prime Minister.

On 30 January, Mr. Gizenga gave the Officer-in-Charge of ONUC, in the presence of Mr. Gbenye, Minister of the Interior, and of the Legal Counsel of the United Nations, among others, a letter in which he confirmed that he considered ONUC relieved of all responsibility for his personal protection. To the renewed offer of protection made by the United Nations, he replied that he reserved the right to avail himself of it in case of need. The Prime Minister, for his part, stated that Mr. Gizenga could, if he saw fit, again request the protection of the United Nations, but that that would not prevent justice from taking its normal course if the investigation then in progress revealed a direct responsibility on the part of Mr. Gizenga for the recent events at Stanleyville.

On 7 February, fifteen deputies of the Chamber of Representatives presented a motion requesting the immediate liberation of Mr. Gizenga. On his return from New York, on 12 February, Mr. Adoula requested a vote of confidence on the manner in which he had handled the Gizenga affair. By 76 votes to 10, with 1 abstention, the Chamber expressed support for Mr. Adoula. At that time, Mr. Gizenga was being held on a small island at the mouth of the Congo River.

11. Request for a meeting of the Security Council

On 25 January 1962, the representative of the Soviet Union asked for an urgent meeting of the Council to be called to consider the question of the implementation of the resolution of 24 November 1961, on the ground that despite the Council's instructions that the mercenaries should be expelled, if necessary by force, the United Nations had completely halted military operations.

In a cable dated 28 January, the Prime Minister of the Republic of the Congo said that he was opposed to any meeting of the Council at a time when the situation in the Congo was showing marked improvement. Similarly, in a cable dated 29 January, the Conference of Heads of African and Malagasy States and Governments meeting at Lagos (Nigeria) expressed the view that it would be prejudicial to the interests of the Congo for the Council to disturb the efforts of the Central Government by any uncalled-for intervention when the situation in the Congo was developing favourably.

The Council met on 30 January. Even before the adoption of the agenda, the United States representative moved the adjournment of the meeting. During a procedural discussion on the legality of an adjournment before the agenda had been adopted, the Soviet representative stated that before requesting a meeting of the Council, he had had consultations with the Congolese representative in New York. The Council adopted the motion for adjournment by 7 votes to 2, with 2 abstentions. In a *note verbale* dated 30 January, the delegation of the Republic of the Congo denied the Soviet representative's statement that he had contacted the Congolese representative on 25 January 1962 in order to consult him concerning the convening of the Council.

14. Appointment of a new Officer-in-Charge of the United Nations operation in the Congo

On 26 January 1962, the Acting Secretary-General announced that Mr. Sture Linner, Officer-in-Charge of the United Nations Operation in the Congo, had asked to be relieved of his functions for personal reasons and that he had granted that request, which was justified. The Acting Secretary-General also stated that he had appointed Mr. Robert Gardiner, Director of the Division for Public Administration, as Officer-in-Charge of ONUC on a temporary basis. Mr. Gardiner took up his post on 10 February 1962.

On 9 April 1962, the Acting Secretary-General announced that Mr. Linner would undertake a temporary assignment in connexion with Congo matters for about two months as Special Representative of the Secretary-General in Brussels. The appointment had been made after consultation with the Belgian Government and with its agreement.

13. Adoula-Tshombé talks

After an exchange of letters between Mr. Adoula and Mr. Tshombé in February and March 1962, the latter agreed to come to Leopoldville to negotiate a settlement of outstanding problems with the Central Government, once his safety and that of his party were guaranteed by the Central Government and ONUC.

The negotiations were to be based on the resolution adopted on 15 February 1962 by the Provincial Assembly of Katanga, in which it had accepted the Kitona Declaration as a possible basis of discussion. The Assembly had also authorized the provincial government of Katanga to join with the Central Government in seeking a solution in the spirit of the draft declaration and had reserved the right to ratify any agreements.

Mr. Tshombé and his party arrived in Leopoldville on 15 March. The two delegations held fifteen meetings from 15 March to 16 April, when they were suspended. They were resumed on 18 May and continued until 25 June. During the first phase of the talks, the delegations negotiated between themselves without the presence of a third party, although the Officer-in-Charge gave assistance to both of them. At the beginning, the talks were devoted mainly to two questions, the scope of the Katangese delegation's authority and the applicability of the *Loi fondamentale* to Katanga.

The Katangese delegation took the position that any agreements to which the talks might lead would have to be ratified by the Katanga Assembly, whereas the delegation of the Central Government considered that that Assembly's resolution of 15 February had given Mr. Tshombé sufficient authority to conclude valid agreements with the Central Government.

As regards the *Loi fondamentale,* the Central Government stated that in the resolution in question the Katanga Assembly had recognized its applicability throughout the Congo, including Katanga, and that any necessary constitutional reforms must be carried out in accordance with the procedure established by the *Loi fondamentale.* The Katangese delegation, for its part, argued that the *Loi fondamentale* could not be considered applicable because conditions had changed radically since its adoption; a transitional régime covering economic, fiscal, monetary, military and other such matters should therefore be established, pending the adoption of a new constitution based on federal principles. These disagreements were not resolved during the discussions.

Meanwhile, the Central Government had planned a meeting "in conclave" of the Katanga Provincial Assembly at Elisabethville, to be attended by all the deputies, including those of the main opposition party (Balubakat), under the protection of ONUC. But the Elisabethville authorities decided not to convene the Provincial Assembly until the completion of the negotiations then in progress.

On 8 April, Mr. Tshombé, in response to a suggestion by the Officer-in-Charge that he should take a "bold initiative", sent him a memorandum, in which he asked for a number of guarantees to be given by the United Nations to the Katanga Government if the latter should abandon its "sovereign" prerogatives in order to achieve full integration with the rest of the Congo.

He wished, among other things, to be given an assurance that until the adoption of the constitutional changes which were essential for a viable organization of the Congo no change would be made in the existing situation unless it had been expressly and freely agreed to and that the territorial integrity of Katanga would be respected, on the basis of the boundaries existing on 30 June 1960. The Central Government's administrative responsibilities in the provinces must be delegated to the provincial Government, which, moreover, must have a free choice of technicians in various fields, including the gendarmerie.

Mr. Tshombé stated further that if he took this "bold initiative", he must be able to count on United Nations support for it. The Organization would have to adapt the performance of its duties to the situation which would be created by that "initiative", in particular by progressively reducing the strength of its forces and its military installations in Katanga and guaranteeing that the United Nations would not undertake any action in Katanga which was incompatible with the assurances requested by Mr. Tshombé. Once the "initiative" in question had been taken, the Officer-in-Charge was to announce that Katanga was no longer in the state of secession referred to in the Security Council resolutions and that the differences which it had still to settle with the Central Government were now a purely internal constitutional dispute which could be solved by peaceful means.

In his reply to Mr. Tshombé dated 12 April, the Officer-in-Charge pointed out that most of the points raised by him were of a constitutional nature and that the assurances he sought should be agreed upon within the framework of the decisions to be arrived at with the Central Government. As far as ONUC was concerned, it would always be ready to offer its good offices, but it could not envisage reducing its military and civilian strength in the Congo until the talks had been successfully concluded and the decisions arrived at had been implemented.

On 16 April, the Prime Minister presented to Mr. Tshombé draft conclusions containing an outline of a possible bridging of differences between the parties and an enumeration of certain constitutional proposals. The document restated the principle of the Republic's unity and indivisibility, but said that particular conditions in the various regions should not be ignored. The Central Government would undertake to submit to Parliament, within two months, a draft federal constitution for the Congo. The distribution of powers between the Central and provincial authorities was delineated, and it was specified that no law altering this distribution could become effective without the agreement of all provincial assemblies. The armed forces would be under Central Government control, but would not be authorized to intervene in provincial affairs except: (*a*) on the request of the provincial authorities; (*b*) if the latter proved unable to maintain public order and a state of emergency had been declared by the Council of Ministers; (*c*) if the provincial authorities refused to abide by a decision of the Court of Constitutionality.

The Prime Minister's draft also called, as an immediate measure, for the application to the whole of the Congo of the *Loi fondamentale,* and for the withdrawal of the Katangese "Constitution" of 5 August 1960. The Katangese gendarmerie, having eliminated its foreign elements, would be maintained in its present organization and placed under Central Government control. A member of the Central Government would be designated in consultation with the provincial authorities to reside in Elisabethville and exercise in Katanga the powers reserved to the Central Government by the *Loi fondamentale.*

The draft further called for a division of revenue from agricultural and mining concessions in the ratio of 70 for the Central Government to 30 for the province concerned. Pending enactment of a law on financial competences, the Central Government would sign a provisional arrangement, and convene within one month a conference of provincial Presidents to determine an equitable distribution. Subject to the faithful application of the agreement by the Katangese authorities, the Central Government would rescind the state of emergency in Katanga, and the boundaries of the province would be respected unless the Katanga Assembly agreed to a change by a two-thirds majority.

The Katangese delegation agreed to study the draft and to offer its comments as soon as possible. Because of Mr. Adoula's visit to Coquilhatville, the talks were suspended. Mr. Tshombé, for his part, left for Elisabethville on 18 April, ONUC having made arrangements for his departure, in accordance with the guarantees given him beforehand. The Officer-in-Charge went to New York on 20 April for consultations with the Acting Secretary-General and to report on the situation to the Advisory Committee on the Congo.

After his return to Elisabethville, Mr. Tshombé repeated, at a press conference and in a letter to the Officer-in-Charge dated 20 April 1962, that it was his intention to return to Leopoldville and asked the United Nations to renew the guarantees previously given for his protection. The United Nations did so on 22 April.

On 24 April, the Prime Minister stated in a radio broadcast that the Central Government was ready to resume the meetings immediately if Mr. Tshombé returned to Leopoldville, but that if the Katanga authorities continued to refuse to integrate the province peacefully, the Central Government intended to call on friendly African and Asian countries to help end the secession.

On 25 April, Mr. Tshombé informed the United Nations representative in Elisabethville of his intention to return to Leopoldville on 3 May.

Immediately after his return to Leopoldville on 25 April, the Officer-in-Charge held consultations with President Kasa-Vubu and the Prime Minister. He left for Elisabethville on 30 April, and on 1 May he presented the Katanga authorities with a revised version, approved by the Prime Minister, of the Central Government's "draft conclusions" and a memorandum listing Mr. Tshombé's demands and comparing them with the corresponding provisions in the revised "draft conclusions". The memorandum also contained the guarantees proposed by the United Nations, under which ONUC would do everything in its power to ensure that any agreement resulting from the Adoula-Tshombé negotiations was carried out quickly and fairly, in order, more particularly, to make possible a smooth transition to normal conditions. On 3 May, the provincial authorities and the United Nations announced in a communiqué that in view of the discussions being held to prepare for the resumption of negotiations in Leopoldville, Mr. Tshombé's departure from Elisabethville would be delayed for a few days. The Central Government immediately issued a communiqué warning Mr. Tshombé that it was still determined to end the secession of Katanga at all costs and that, though ready to resume negotiations immediately, it did not intend to let itself be drawn into endless discussions and delays.

In the course of several meetings held at Elisabethville from 1 to 6 May, the Katangese representatives put forward their counter-proposals, which were modified after the Officer-in-Charge had commented on them. At the meeting of 6 May, the Officer-in-Charge submitted a provisional text of draft conclusions prepared by him, after which a final text of draft conclusions of the Leopoldville negotiations, acceptable to the provincial Government of Katanga, was drawn up.

The Katangese counter-proposals envisaged a transitional period, running from the signing of the agreement to the entry into force of the new federal Constitution, and a final period thereafter. Under this Constitution, the States members of the Congolese federation would be equally represented in the federal government, and the federal assembly would be composed of an equal number of deputies elected from each state. The federal President would command the army, but each state would have its own gendarmerie. Each state would contribute an equal percentage of its own revenues to the federal budget, and would control customs services in regard to export duties, mining and agricultural concessions, and, until the monetary system was unified, money and exchange policy.

The President of each state, under the Katangese plan, would be the federal authority within that state and would supervise administratively all federal officials operating in the state. The state authorities would collect all taxes, including the federal ones. The federal authorities would require the agreement of each state to obtain credits which would be charged against the federal budget.

During the transitional period, Mr. Tshombé's scheme would have limited relations between the Central and Katanga Governments to specified items, such as exchange of manufactured goods and agricultural products by bilateral compensatory monetary operations. Use of the re-opened national route (*Voie nationale*), via Matadi, for most of Katanga's foreign trade, was provided for, as well as a contribution by Katanga of a portion of its revenues to the Central Government. It was suggested that the foreign affairs, finance and defence portfolios of the Central Government should be assigned to Katangese representatives, and that a committee of Chiefs of staff should be established, with the representatives of the ANC, ONUC, and the Katanga gendarmerie, to verify arms imports and withdrawal by the ANC from areas it presently held on Katanga.

As regards the Katangese "constitution" of 5 August 1960, Mr. Tshombé's position was that it should remain in effect until a new federal constitution had been adopted. In this connexion, the Officer-in-Charge of ONUC pointed out that the basic purpose of the discussions was to put an end to Katanga's secession, juridically and *de facto*. In the absence of a suitable clause on this matter, the *status quo* of secession would be maintained, casting doubt of Katangese intentions and jeopardizing further progress in the constitutional field.

In general, the Katanga delegation sought to limit the powers of the federal Government to those specifically listed, while the Central Government's delegation would similarly limit the powers of the provincial authorities. Mr. Tshombé's first reaction to Prime Minister Adoula's Draft Conclusions was that the latter was attempting to impose a constitution which was more centralized than the *Loi fondamentale*. This opinion was rejected by the Prime Minister.

All guarantees for their safety having been given by the Officer-in-Charge, Mr. Tshombé and his party left for Leopoldville, where they arrived on 18 May. On 24 May, Mr. Adoula received Mr. Tshombé. On the next day, the two delegations resumed their meetings.

This new series of talks differed from those of the first phase in that (i) United Nations representatives, and in particular the Officer-in-Charge, were continually present, having been invited by the two delegations to attend every meeting; (ii) it was decided to take a working paper prepared by ONUC as the basis for the discussions, in view of the fact that the Katangese counter-proposals were not accepted for that purpose by the Central Government, and (iii) an agenda based on that document was adopted.

The ONUC working paper called for agreement on a document which would in effect put an end to the Katangese secession and for the establishment of machinery to implement the smooth integration of the province in certain specific fields.

The agenda, as adopted after a decision to move the item concerning the final communiqué to the end, called for (*a*) the establishment of commissions to decide the practical measures to be taken in the military, fiscal, economic and monetary fields, and in transport and communications, in order to consolidate the territorial integrity of the Congo; (*b*) the adoption of specific decisions concerning the consolidation; and (*c*) acceptance and signature of a final joint communiqué.

On 25 May, the delegations decided to set up four commisions in the fields mentioned above.

The terms of reference of the Military Commission were adopted on 29 May.

Discussion of the terms of reference of the Monetary Commission was begun on 30 May, but was suspended on 2 June following an incident between Mr. Sendwe, Deputy Prime Minister, and Mr. Tshombé. Meetings were resumed on 6 June, after the incident had been disposed of through the intervention of the United Nations representatives and, later, of the heads of the two delegations. They were suspended again on 14 June so that a report drawn up by experts from the two delegations and from ONUC could be examined.

Meanwhile, the delegations discussed the terms of reference of the Transport and Communications Commission, which they settled and agreed to on 15 June. On 18 and 19 June they went on to consider the terms of reference of the Economic and Fiscal Commission.

On 19 June, the delegations stated in their daily communiqué that none of the proposed commissions would begin to function until the final joint communiqué had been signed.

The discussion on the terms of reference of the Economic and Fiscal Commission was suspended between 20 and 22 June, Mr. Tshombé having refused to take part in the talks until a report that the ANC had launched an attack on Kongolo and Baudouinville had been investigated. After it had been established, as a result of quick action by the Officer-in-Charge, that the ANC had not undertaken any operations, meetings were resumed on 22 June and the terms of reference of the Economic and Fiscal Commission were adopted. The delegations then reverted to the terms of reference of the Monetary Commission, taking into account the report of the group of experts, and adopted the Commission's terms of reference. They also agreed that the members of the Commissions would be appointed not later than fifteen days after the Katangese delegation returned to Elisabethville.

On 20 June, the Prime Minister wrote to Mr. Tshombé, inviting him to appoint three members of the Conakat Party among whom members of a remodelled government of national union might be chosen. The Katangese authorities did not accept that offer.

The main task given to the Military Commission was to decide what measures should be taken to integrate all military and paramilitary forces at present maintained in the provinces of Kasai and Katanga with the armed forces of the Republic and to submit a report to the Government of the Republic and the provincial governments for approval before such measures were put into effect. Acting in agreement with the Central Government and the provincial authorities, ONUC would take measures to rectify the situation in all regions where units were acting in disregard of the policy of integration. The Chairman of the Commission and two of its members would be apointed by ONUC.

As regards the Transport and Communications Commission, its chief task would be to submit proposals to the authorities of the Central Government and the provincial government of Katanga regarding the technical measures necessary for the re-establishment of all channels of communication between Katanga and the rest of the Republic. The two delegations accepted the principle that there should be free movement of persons and goods between Katanga and the rest of the Congo. Two members of this Commission would be appointed by ONUC.

The task of the Economic and Fiscal Commission would be to make proposals to the Central Government and the provincial government regarding the technical measures necessary for Katanga to participate in the expenditures of the Republic and to submit a technical study on the appropriate fiscal system to the Constitutional Commission. Two experts appointed by ONUC would be members of this Commission. Pending the adoption of the new Constitution, Katanga would bear a share of the Republic's expenditure.

The provisions establishing the terms of reference of the Monetary Commission state that the two delegations have adopted the principle of a single monetary authority and that they instruct the Commission, *inter alia*, to make proposals to the two Governments concerned regarding the technical measures necessary for the establishment of such an authority and for the arrangements relating to the circulation of currency bearing the two monetary symbols, taking into account the circumstances of time and place and the requirements of the country's general situation, in accordance with the report of the group of experts dated 20 June 1962. Two experts appointed by the International Monetary Fund would be members of the Commission.

After deciding on the terms of reference of the four Commissions, the two delegations began to discuss the item "Specific decisions concerning consolidation". Generally speaking, this stage of the talks was concerned with subjects of a constitutional nature, and particularly with the respective powers of the different entities composing the future Federal State and of the Federal State itself. The two delegations also considered the questions of territorial integrity, the organization of the National Council of Ministers, the meeting of provincial assemblies, the swearing in of the Chief of the Katangese gendarmerie and general amnesty.

As no agreement could be reached on this item, the delegations proceeded to the last item of the agenda, entitled "Acceptance and signature of the final joint communiqué".

Each delegation submitted a draft joint communiqué which proved unacceptable to the other. The Officer-in-Charge was asked to reconcile the two texts, but no agreement could be reached on his text, primarily because the Katangese delegation insisted on the insertion of a clause stating that the Commissions would not begin their work until certain prior conditions had been met, including the ending of the state of war in Katanga, maintenance of the unity of Katanga within its frontiers as fixed on 30 June 1960, abolition of the post of commissioner extraordinary of the Central Government in Katanga, etc.

At the end of the last meeting, which rose at 5.30 a.m. on 26 June, a purely routine communiqué was prepared, but since the Katangese delegation insisted that reference should be made to a subsequent continuation of the talks, to which the Central Government did not agree, the draft communiqué was not signed by either party. After his return to Elisabethville, Mr. Tshombé informed the Officer-in-Charge, the Prime Minister and the Acting Secretary-General of the names of the persons whom the provincial government of Katanga had appointed to be members of the four Commissions which it had been decided during the talks to set up.

In a speech made shortly after his return, Mr. Tshombé declared that his principal concern had been to persuade the provincial government to agree to pay to the Central Government the sum of 100 million francs, intended mainly for the unemployed, and that that sum would be transferred through the United Nations.

On 29 June, the Acting Secretary-General told his Advisory Committee on the Congo that while the Operation was entering a new critical phase, the Adoula-Tshombé talks having failed to bring about agreement, it would be premature to try to draw any other conclusions. He said that the United Nations would urge the resumption of negotiations. The decisive question was whether Mr. Tshombé and his lieutenants were going to resume their secessionist activities, given that some of Mr. Tshombé's colleagues were opposed to his "conciliatory" policy. Depending on developments in the weeks ahead, the Acting Secretary-General would decide whether he should consult the Advisory Committee on other courses of action and invite the Security Council to review the situation in the Congo and to consider whether it should clarify or strengthen the present terms of reference, or even provide new ones.

He also said that the United Nations had informed the Katangese authorities that it strongly disapproved of any celebration of the so-called independence of Katanga on 11 July 1962, and of the Katangese authorities' plan to hold a military parade on that occasion. In order to avoid any incidents, it had been agreed, among other things, that the Katangese forces should be represented by no more than a symbolic contingent.

B. CIVILIAN OPERATIONS

The unprecedented programme of civilian operations that was established during the second half of 1960 has been continued without essential modifications and at a similarly high level of activity during the period under review. Its initial long-range goal which was designed to meet the country's urgent and massive needs for all types of qualified personnel remains unchanged, and a large proportion of the funds available has therefore been allotted to projects in the educational and training fields.

But a period of one year can hardly be considered sufficient to train, even in a superficial manner, the large number of professional personnel required to maintain such essential national services as public health, airport and meteorological operations, and postal and telecommunications facilities. As a result, an appreciable portion of the programme has been devoted, as in the preceding year, to ensuring the functioning of these services at the highest possible degree of efficiency. The remaining projects in the programme are concerned with the rendering of advisory services to the Central and Provincial governments.

The administration of the programme has been maintained under a single authority. This has permitted the co-ordination of the many elements of the programme in a flexible manner and their adaptation to the changing needs of the country.

A number of difficulties continue, however, seriously to affect the programme. In the first place, there are the financial limitations under which the programme operates. The estimated total cost of the programme for the current year is $14,915,080 and its costs in 1963 will probably be greater. Until now the programme has been financed from funds contributed by a small number of Member Governments and it is hoped that a larger number of countries will share in the future burden of the civilian operations programme. It is also my hope that it will be possible to have some of the costs of the programme absorbed by the Regular and Expanded Programmes of Technical Assistance of the United Nations and the specialized agencies. To this end there have been negotiations with the heads of the specialized agencies concerned all of whom have responded favourably to the proposal that part of the financial burden of the various programmes should be borne by their agencies. A decrease in the financial responsibilities of ONUC is therefore expected in 1963.

The inevitable delays in recruitment and the high rate of turnover of personnel resulting from the general uncertainty of the situation in the Congo constitute an even graver problem. Out of a total of 858 experts and technicians required for civilian operations, only 483 of some thirty different nationalities have so far been recruited. It is becoming increasingly difficult to recruit personnel for service in the Congo because of the still unsettled political situation, and the requirement that prospective employees should have a good working knowledge of the French language. The result has been that ONUC personnel engaged in civilian operations have had to bear more than their normal share of work. In spite of these difficulties, many positive results have been achieved.

(*a*) Economic and financial situation

The economic and financial situation of the Congo continued to deteriorate, and although this unhealthy state of affairs was, to no small extent, attributable to the continued secession of Katanga, other factors helped to aggravate the situation. Exports fell to about

35 per cent of the 1959 level, with the result that Government revenues dwindled, and foreign exchange earnings declined from $242 million in 1959 to $102 million in 1961. The activities of smugglers hampered the Government's efforts to rectify the precarious economic situation. Earlier, smuggling activities had been confined to dealings in diamonds and gold, but the continued depreciation of the Congolese franc, which sells at 250 to the United States dollar on the black market as against the official rate of 65, encouraged local producers of all types of exportable commodities to sell their products in neighbouring countries.

The country's foreign exchange reserves, which stood at $24 million at the end of 1961, dropped to $22.6 million by 31 March 1962 and to the very low level of $1.2 million in June.

The budget recently adopted by the Congolese Parliament anticipated a deficit of about 11,600 million Congolese francs for the current fiscal year. This may be an underestimate, if the current financial trends are any indication of the actual state of affairs. The whole economy of the country is in the grip of inflation and as yet no effective measures have been evolved for stabilizing the country's currency or curbing public expenditure.

Owing to the decline in export earnings, the Monetary Council found it necessary to take a number of measures to check the drain on foreign exchange reserves: the transfer of foreign technicians' savings was restricted; payment in Congolese francs for air travel within and outside the Congo by non-residents was prohibited; importation based on documentary credit, covered by the provision of foreign currency in a foreign bank, was curtailed; the financing of exchange operations for "invisible" transactions was forbidden; export control and import price control measures were tightened, and payment in foreign currency for services rendered to foreign shipping lines was made mandatory.

The scarcity of foreign exchange made the financing of imports impossible, and there was consequently a great shortage of consumer goods throughout the country.

The Congo needs foreign aid, and especially financial aid, if its economy is to approach anything like the pre-independence level. But foreign aid will be useful only if the machinery necessary for the proper utilization of such aid is created by the Government. The Congolese Government has sought the assistance and advice of ONUC officials for the purpose of combating the ills which prevent the restoration of the Congolese economy.

(*b*) TRAINING AND FELLOWSHIPS

Training has remained the key sector of assistance in all branches of United Nations civilian operations in the Congo. Internationally recruited experts and technicians, working side by side with Congolese employees, give on-the-job training, as well as conducting formal courses.

Three sessions of intensive courses at ONUC's Farm Mechanics Training Centre have produced over one hundred mechanics, two-thirds of whom are already placed in public or private employment. Accelerated courses for the further training of Congolese agricultural assistants include instruction in agronomy, rural modernization and teaching techniques. Air traffic controllers and radio operators to serve the nine main airports of the Congo, as well as technicians for several others, are gradually being provided through ONUC's Civil Aviation School where the theoretical phase of this training is given. Students who pass these courses then receive on-the-job training. The School of Meteorology has turned out graduates who will be qualified to function as junior forecasters after a year's practical training, begun in April 1962. A training programme for meteorological observers of the Congolese National Army was also set up. Twenty-nine trainees have followed courses in telecommunications.

Refresher courses of three months' duration for officials already employed in the postal services, in addition to the training of new recruits, are being provided by the Postal School which ONUC has opened. At the Police School, 400 new recruits are enrolled. Seventy customs appraisers have concluded courses, given at Matadi and Leopoldville, by ONUC experts.

Two types of programmes in education were undertaken: refresher courses for the country's educational officials, aimed at improving their techniques so as to preserve what remains of the country's school system, and a long-term programme to meet future needs. Refresher courses for teachers, primary school principals and school inspectors were followed by 134 educationists. There are now seventy-six students at the National Pedagogical Institute; of these, twenty trainees are taking a two-year course leading to an intermediate teaching diploma, slightly below the level of a university degree.

Two hundred and ninety-three students, all of them holding United Nations fellowships, have been enrolled at the National School of Law and Administration since its inception. A six-month training course for higher administrative staff in the Congolese Government is benefiting 130 trainees, and forty auxiliary magistrates, having finished their training at this School in December 1961, are serving in various capacities at the law courts. Thirty-three trainees from all the provinces of the Congo are attending the Technical College for Building and Public Works, inaugurated early in 1962.

Three-year courses for health officers and shorter ones for nurse midwives and maternal and child health workers were undertaken. In order to ensure that an adequate number of Congolese students follow medical studies within the country, fellowships for study abroad are awarded only in fields for which training facilities are not available at Lovanium University's medical faculty, where thirty Congolese have benefited from subsidies.

Courses for labour inspectors are helping the Ministry of Labour to increase its staff of inspectors to the required minimum of sixty. A Clerical Trades Training Centre has been established and will shortly begin its first course with between sixty and one hundred students. A number of residential, inter-provincial training courses and seminars in social development have been held.

Since June 1961, 2,125 Congolese, with good representation from all the provinces except Katanga, have participated in training programmes within ONUC civilian operations. Up to now the locale of most of these courses has been the Leopoldville area, but arrangements have been made for certain courses to be offered soon in the provincial centres.

The fellowship service of ONUC has continued to be responsible for all formalities—from the screening of candidates to the completion of travel papers—connected with the award of fellowships donated to nationals of the Congo by the United Nations, the specialized agencies and individual Governments. Since August 1961, the Fellowship Service has been located in the office of the Technical Assistance Service at the Central Government's Ministry of Foreign Affairs, where it is able to work in close consultation and collaboration with the Congolese authorities. During the year under review, some 500 fellowship holders left the country for advanced training abroad under these auspices. The greater number of fellowships awarded were for studies in financial affairs, agriculture, communications, education, health, labour, public administration and social affairs. In view of the country's most pressing needs, many of the grantees followed short-term courses with an emphasis on practical training. In some cases, the most promising trainees from among those who had participated in training programmes organized locally by ONUC were enabled to undergo a few months of practical experience in institutions abroad. Attention was also paid to the country's long-term requirements; over half of the fellowship holders were Congolese students selected for enrolment in universities abroad, mainly in the fields of public administration, law, education and health. As a general rule, fellowship holders have been drawn from among Congolese already employed or with some experience in their chosen field of study. Those trainees who followed courses of short duration have returned to their former places of work where they have been able to put their newly acquired knowledge into practice.

(*c*) Agriculture

The period under review began with a political climate which was far from conducive to successful agricultural undertakings. A blockade had been imposed at Bumba on the Congo River which throttled the movement of agricultural produce between the eastern and western parts of the country. Unharvested crops such as coffee and sugar-cane went to waste; stores of cotton and palm oil deteriorated. The lack of security, the break-down of transport, the disappearance of traditional channels of credit and the mass defection of foreign technicians brought about a crisis. After the reconvening of Parliament, the blockade at Bumba was lifted and the agricultural situation of the country began slowly to improve. The depreciation of the Congolese franc, in November 1961, to some extent offset the cumulative effect of an earlier 30 per cent increase in the minimum wage rate, thus enabling some of the country's agricultural products such as rubber, palm oil and cocoa to stage a recovery in world markets. The fall in the international price of coffee early in 1962, on the other hand, dealt a severe blow to this industry.

The major task to which experts of the Food and Agriculture Organization of the United Nations (FAO), working within the ONUC framework, have continued to address themselves was that of training Congolese personnel to assume the responsibilities which had previously been discharged by foreign technicians (see section (*b*) above). Efforts were made to resuscitate the plantations which had formed an important part of the country's agricultural economy in past years; to preserve and strengthen those elements of the agricultural industry which had not been completely destroyed as a result of post-independence problems, and to stimulate the growth of new enterprises, even on a small scale.

It has not been possible to revive the vast bulk of the country's large plantations owing chiefly to the unwillingness of entrepreneurs to invest in their maintenance while conditions are still unsettled. The cotton industry was sustained by ONUC's action in air-lifting currency from Leopoldville to Kivu Province, which was short of currency notes needed for the payment of authorized loans. This money was used for the purchase of cotton crops which had become the responsibility of local Congolese farmers shortly after independence. In Kasai Province, a fleet of public carriers was organized to revive road transport vital to agriculture. Advice on vegetable schemes—which were launched in the provinces as well as near Leopoldville city—agricultural co-operatives, import policy and marketing was furnished to the Congolese authorities by ONUC experts, who also carried out a survey of the agricultural situation in the Congo. The survey indicated that complete agricultural recovery poses few technical problems, as the main causes of agricultural decline—lack of security, a break-down in the transport system, the inaccessibility of credit and a lack of confidence among producers—have their roots in the over-all political and socio-economic situation. More than 3,000 agricultural assistants throughout the country have been dismissed from their jobs since independence. Added to this, the dearth of specialists from other countries leaves the agricultural sector in a critical state.

(*d*) Communications

In the field of communications, assistance was provided mainly in four areas of activity, three of which were the responsibility of specialized agencies whose missions in the Congo functioned within the ONUC structure: civil aviation, looked after by the International Civil Aviation Organization (ICAO); meteorology, by the World Meteorological Organization (WMO); postal services; and telecommunications, under the aegis of the International Telecommunication Union (ITU). Early in 1962, a fifth sector was set up to advise the Congolese authorities on matters pertaining to the development of transport.

Civil aviation

Assistance rendered by ICAO experts during the period under review fell into three categories: operational assistance, designed to ensure the continuity of ground services at all the main airports of the Congo; advisory services, aimed at assisting the country's Directorate of Civil Aviation to cope with administrative and institutional problems; and training programmes.

Air traffic advisory services to ONUC military and chartered aircraft, as well as to international and national carriers, were provided regularly. Air traffic services along the main national routes, airport traffic control, air-to-ground radio communications, radio and electrical maintenance and general supervision of airport auxiliary services considered essential for the safety of aircraft operations were provided at eight airports: Leopoldville (N'Djili), Luluabourg, Kamina, Elisabethville, Albertville, Goma, Stanleyville and Coquilhatville. Radio and electrical maintenance services were also provided sporadically to thirteen other airports.

Following the severe floods of late 1961 and early 1962, the deterioration of the city power supply at Elisabethville, Stanleyville, Luluabourg and Kamina threatened the functioning of the airports at those cities. Through the combined efforts of ONUC civilian and military operations, it was possible to minimize the effects of break-downs in the power supply; airports were not closed during that period, and normal air operations were not seriously impaired.

The greatest difficulty still encountered in the way of perfecting and improving operational services provided by ICAO experts at the eight main airports mentioned above is the deficiency of the point-to-point aeronautical telecommunications network. This network is operated and maintained by the Ministry of Posts and Telecommunications, as part of the general telecommunications system of the country, and its improvement forms part of the ITU future development and assistance programme.

Technical improvements in the air traffic display at the N'Djili Information Centre and at airport towers throughout the country are under way; also, a great improvement in inter-airport communications will become effective when single-side-band equipment is installed at the airport towers. The potentialities of the Central Government's Ministry of Transport and Communications, which controls the Directorate of Civil Aviation, make it clear that ICAO operational activities cannot be suspended in the immediate future without paralysing international and national air carriers completely; the Directorate of Civil Aviation does not have in its service the air traffic controllers necessary to operate the airports; nor does the Ministry of Posts and Telecommunications have a sufficient number of radio operators, radio technicians and airport electricians to replace ICAO technicians. The present trend of development of the Civil Aviation School indicates that a trained group of Congolese air traffic controllers and radio operators will not be available to replace their foreign counterparts before 1965 (see section (*b*) above).

In contrast to the success achieved in the endeavours of the civil aviation operational team, very limited progress was recorded in the proposed programme of advisory services. Nonetheless, some headway has been made. Advisory services were furnished whenever they were requested, and some degree of co-ordination between the two directorates was achieved. It is estimated that the second half of 1962 will see more international advisers working in close co-operation with the Congolese authorities to improve and reorganize the country's civil aviation administration.

Meteorology

With the aim of securing greater collaboration with the Congolese Meteorological Service, the WMO experts were installed in offices at the Institute of Meteorology in August 1961. This move proved advantageous, affording excellent relations between ONUC and the Congolese authorities. Advisory services provided by the experts were very well received and the Conogolese Meteorological Service has reached a high level of competence. WMO experts also undertook operational duties in connexion with day-to-day meteorological services, prepared plans for re-establishing a detailed and definitive control over the country's observation network and carried out several training programmes (see section (*b*) above).

Meteorological stations at twenty airports were inspected and recommendations for their improvement were made to the Congolese authorities. In June 1961, WMO experts surveyed the country's observation network and noted that around half the qualified synoptic observers in service before independence were no longer at their posts. A great many synoptic stations had been destroyed or abandoned, and most meteorological instruments had disappeared or were no longer in working condition. A conference of the observation network's provincial heads and their deputies—excluding those of Katanga—was held at the Binza Meteorological Institute in October 1961, and steps for reopening observation posts throughout the country were discussed and agreed upon in principle. It has not been possible to put these measures into effect owing to political and social instability in some areas, the lack of trained personnel and the total absence of the means to replace meteorological equipment. A more limited plan, whereby forty-three important observations stations would be re-equipped and reorganized, has been in operation since March 1962.

Flight protection services in the Congo were assured by the WMO operational team. Seven Congolese trainees—five at N'Djili and two at Stanleyville—have also participated in these services since May 1962.

WMO experts at the N'Djili forecasting bureau, in collaboration with the ONUC Canadian Signal Corps, have been issuing forecasts for flights originating not only at Leopoldville and Stanleyville, but also at the airports of Albertville, Elisabethville, Kamina and Luluabourg since January 1962. This service, however, is unfortunately restricted by a shortage of personnel and by poor communication facilities.

Postal services

The broad aims of ONUC's postal services section have been to ensure the continuous operation of existing facilities, to assist in reactivating those which had lapsed, to advise the Congolese authorities on the reorganization of the postal administration, and to provide training for Congolese personnel which would enable them to carry out their tasks without outside assistance.

In spite of very grave difficulties with respect to transport facilities, the flow of mail and of parcel post was maintained at a satisfactory level. Air services used for transporting mail in the provinces have been adequate, but surface mail has continued to be irregular—a situation which is inevitable under the existing arrangements whereby the postal services do not possess their own fleet of vehicles but are dependent on such transport as the Ministry of Public Works is able to place at their disposal.

In June 1961, the country's postal cheque and money order services were not operating, partly because various separatist administrations in the provinces could not be counted upon to honour their obligations. However, the installation of a new Central Government, in August 1961, altered this situation appreciably. Since then, it has been possible to resume these services, albeit on a necessarily limited scale. But serious difficulties—many of them stemming from negligence and a lack of adequate accounting—have been a major concern of ONUC experts and the Congolese authorities. For this reason, seven experts appointed in the months of November and December 1961 were assigned to the provinces where their particular mission has been to participate in auditing and controlling day-to-day operations. Their continuing efforts, it is hoped, will have a salutary effect on the country's postal services as a whole.

ONUC postal experts have also been preoccupied with the necessity to adapt the country's postal apparatus to practical needs judged in the light of administrative and political realities. The Congolese postal service, as now organized, seems to need urgent and far-reaching administrative reforms. While an enterprise such as a postal service requires some degree of both independence and centralization, the Congolese postal administration suffers from a unique dispersion of responsibility, being under the joint control of three separate ministries—Posts and Telecommunications, Finance and Public Works.

As an initial measure to remedy this situation, ONUC postal experts suggested that the control of post office funds, throughout the country, should be vested in the postal directorate of the Central Government. This suggestion was accepted and has already been put into effect. Other administrative reforms, such as the centralized control of personnel in the postal services, are under study by the Congolese postal authorities.

Telecommunications

Technical assistance furnished by ITU to the Central Congolese Government during the first six months of the period under review consisted chiefly in the utilization of expert services in all branches of telecommunications to maintain the existing national and international networks in operating condition.

Telephone exchanges were repaired, and several long-distance telephone circuits which had been out of order were once more placed in service. Modernization of the radio-telegraphic centre and the broadcasting studios has been carried out and has resulted in considerably improved operation. A 50-kilowatt transmitter of the Congolese broadcasting service was reconditioned in August 1961, in order that the Central Government's Ministry of Information and Cultural Affairs might be enabled to set up a nationwide broadcasting system. In spite of the immensity of the area to be covered by the national broadcasting programme, reports from the provinces continued to indicate that reception was of adequate strength. Technical improvements were also made at the main provincial broadcasting studios.

All facilities will, however, require considerable expansion to meet the increasing requirements of this young nation as the system left by the colonial administration has proved inadequate for the needs of the Congolese people. Administrative services such as the ministries of the interior and information, aeronautical services, meteorological services, and public telephone and telegraph services can be cited as examples where rapid expansion has outdistanced the facilities available. It is hoped that this situation will be considerably relieved shortly, as up-to-date equipment is to be available to link Leopoldville with each of the provincial capitals. It is also intended to extend the existing radio-telephone and telex channels to enable these facilities to accept all important official communications and to be used by press and information services, civil aviation and meteorological services, and the like.

International circuits will also be extended to include new countries and it is hoped that eventually they will operate on a twenty-four-hour basis instead of the present system of several hours daily. This, of course, will require more trained personnel and equipment. From December onwards, emphasis shifted from purely maintenance and operational aspects to training (see section (*b*) above), with ITU experts gradually handing over a greater part of the actual work to Congolese technicians and acting more in advisory and supervisory capacities.

Congolese technical personnel working in the telecommunications service require fast specialized training in order that they may take over the duties formerly entrusted to foreign technicians, which are still being carried out in many cases by ITU experts. So as to fill posts at all levels as early as possible with qualified Congolese technicians, a large-scale fellowship programme has been envisaged for 1962 and 1963. This specialized training abroad of technicians who have already had some experience is to be carried out while new recruits are being trained locally. It is intended to send up to one hundred trainees abroad in 1962 for courses in the various fields of telecommunications, such as radio-communication systems, automatic telegraphy and broadcasting. The average duration of these courses will be eighteen months.

In addition to such accelerated training courses provided through fellowships abroad, permanent training facilities are to be established in the Congo to provide regularly additional technical personnel. It is hoped that this project will be in operation by July 1962. Some preliminary courses are already functioning in Leopoldville.

Transport

Over the past few months, ONUC has assisted the Congolese authorities in co-ordinated efforts to revive the country's transport system, whose deterioration and break-down had impeded economic recovery. The destruction of bridges and roadways and the discontinuance of transport services as a consequence of political events had isolated certain regions in the hinterland and disrupted normal channels of trade. The unprecedented floods at the end of 1961 and the beginning of 1962 caused a stoppage of transport by inland waterways and cut off river ports and railway lines. Repair and maintenance facilities for the means of transport, particularly road transport, were defunct, owing to a long-standing shortage of spare parts and the lack of technicians. These were the three main factors which interfered with the routing of imports and exports and the movement within the country of agricultural and other products.

In this situation, ONUC undertook emergency action for the restoration of the means of transport and of transport routes vital to the Congo. Thirty tons of spare parts were flown to the Province of Orientale early in 1962, and trucks were rented for use in regions which were almost without any means of transport. ONUC also assisted the Congolese authorities to begin a programme of reconstruction work on bridges considered especially important to the country's economic life.

ONUC experts have worked in close association with the departments of the Central Government concerned with road transport to set up a detailed programme for dealing with major problems by the end of 1962. This programme envisages the importation of spare parts necessary to keep the vehicles already in service in good mechanical condition, the putting into operation of a large number of vehicles which are at present immobilized but which can be made roadworthy, and the importation of up to 1,200 new trucks. With this programme of imports and repairs, the country's present vehicle strength—now around 50 per cent less than it was in 1959—will be increased by 25 per cent.

(*e*) EDUCATION

With the assistance of experts of the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Congolese authorities were able to concentrate their major efforts during the past few months on the development of secondary education—an objective requiring high priority in view of its importance in relation to the country's economic, social and political progress. It was considered necessary to deal with the problem at four levels: reforming the structure and programme of the secondary education system; increasing student enrolment; training teachers, and improving and simplifying educational administration.

On 17 July 1961, a reform of secondary education throughout the Congo was promulgated in a presidential ordinance, representing the unanimous recommendations of a commission consisting of Congolese educational officials assisted by UNESCO experts. The commission envisaged the establishment of a special training course, consisting of two years of general orientation followed by four years of specialization in various fields of general and technical education. The proposed scheme is an adaptation of modern pedagogical methods to the country's needs. By January 1962, the commission had worked out the details—including a choice of appropriate teaching manuals—for the preparatory course.

With the commencement of the 1961-1962 school year, in September 1961, efforts made since independence to increase student enrolment were intensified. An emergency programme on a national scale was set on foot which, by using all the premises which were or could be made available as class-rooms and by calling for extra teachers of various nationalities, including those recruited by UNESCO, resulted in 150 new classes being opened for students in the first year of secondary education. This permitted the enrolment of 6,000 additional pupils. In the past two years student enrolment has almost doubled. Thus, some 54,000 pupils were enrolled in the 1961-1962 school year, as compared with 28,000 in the school year 1959-1960. The construction of more school buildings to take care of these growing numbers is expected to be taken in hand in the coming months.

In the matter of teacher training, a National Pedagogical Institute was inaugurated on 5 December 1961 (see section (*b*) above) and has made good progress. Enrolment at the Institute will reach 200 at the beginning of the next school year.

The administration of secondary education was enhanced by the opening of a foreign teachers' bureau in the Ministry of Education, early in 1962. The bureau is directly responsible for the payment of salaries and grants to foreign teachers employed by the Congolese authorities. As a first result of the work of the bureau, several Belgian teachers in the provinces of Equateur and Kasai who had decided not to return to the Congo for the 1962-1963 school year have changed their plans. The bureau is also in charge of recruitment.

The number of pupils in primary schools had been increasing fairly steadily in the years preceding independence. However, several problems remained unsolved, among them the fact that many primary schools offered only one or two years of study, and there was a dearth of qualified teachers. An over-all reform of primary education is being considered by a commission, established in March 1962, composed of representatives from the various provinces and UNESCO experts. As an interim measure, training and refresher courses for teachers and inspectors of schools (see section (*b*) above) have been organized. It is expected that these courses, given by teams of experts in the chief centres of each province, will produce a body of some 2,000 qualified primary school teachers and inspectors.

Eight senior officials of the central and provincial administrative services for education followed a special training course, in Geneva and Paris, under the auspices of UNESCO and the International Bureau of Education. This course lasted from October 1961 to June 1962.

A preliminary survey of the possibility of organizing adult education was conducted by a UNESCO expert, in conjunction with the Congolese government departments and other sectors of ONUC concerned, and specific proposals are under preparation.

(*f*) HEALTH

The staff of the World Health Organization (WHO), which is in charge of ONUC's programme in the medical field, is divided into three groups: advisory, teaching and operational. The WHO Advisory Team in Leopoldville worked in close collaboration with the Central Government's Ministry of Health, and some members of the team have been integrated with this ministry. Other members of this group were assigned to health ministries in the provinces where they carried out the expert services of normal technical aid programmes, giving sustained assistance to their Congolese counterparts. They have been able to visit the country's interior and to initiate action or make recommendations for the control of major communicable diseases and for the maintenance and improvement of health services. In general, the efforts of the advisory groups have been well received by the central and provincial authorities, and the integration of ONUC's assistance within the framework of the central and provincial administrations has gathered momentum. The WHO teaching staff has participated in a number of continuing projects (see section (*b*) above), including degree courses at Lovanium University. The WHO operational group—the largest of the three—consists of internationally recruited general practitioners, medical specialists and technicians who have ensured the uninterrupted operation of clinical and medical services in the various hospitals and dispensaries of the country.

At the end of June 1961, the International Red Cross terminated its programme of assistance to the

Congo and the responsibility of maintaining the country's medical care services fell entirely upon ONUC. It was estimated that a total of 450 doctors would be required if this humane task were to be completely fulfilled. However, it has not been possible for the United Nations to provide for the recruitment of more than 200 doctors, 140 of whom have already been appointed, as follows:

Leopoldville Province	26
Equateur Province	23
Orientale Province	20
Kivu Province	28
Kasai Province	25
Katanga Province	6
Operational staff directly under Advisory Team	4
Lovanium University teaching staff	8

The remaining 60 doctors provided for under the programme are yet to be recruited.

Since the formation of the Central Government in August 1961, requests have been flowing in from all the provinces for more doctors and other medical staff. Concern over the security situation in the country, the essential requirement of a working knowledge of French and the relatively short duration (one year) of contracts offered to internationally recruited experts have contributed to a slowing down in the process of recruitment, thus placing an added burden on WHO operational personnel.

Nevertheless, these doctors, some 57 per cent of whom are deep in the country's interior, mainly in isolated hospitals, have succeeded in maintaining medical care services under generally difficult conditions. Due weight was given, in the assignment of staff, to the size of the population to be served and the nature of the workload involved. In this manner, the available staff was spread over as wide an area as possible.

During the period under review, it was often difficult to provide hospitals in the provinces with medical supplies. However, a system of air-liaison patrols undertaken by ONUC enabled WHO to dispatch drugs from Leopoldville to centres in the provinces. In addition, around fifty-five tons of medical supplies have been flown to the provinces from Leopoldville on scheduled ONUC internal flights. In many instances, the ONUC air shipments provided the only means for replenishing stocks of medical supplies in remote areas.

In the matter of environmental sanitation, WHO engineers concentrated on ensuring a supply of drinking water in various urban and semiurban regions, supervising existing facilities both at the source and at distribution points. Appreciable assistance was given by WHO engineers to the provincial authorities in areas affected by the floods of November 1961 and February 1962. These engineers have also provided advisory services in all fields related to their specialty.

In the second half of 1961 there was a serious outbreak of smallpox in South Kasai with nearly 5,000 cases reported, and in Leopoldville city where over 1,000 cases were detected in the period December 1961 to March 1962. The WHO Advisory Team and operational staff assisted the Government in undertaking a mass preventive campaign which resulted in a total of 1,420,000 persons being vaccinated during the period of this report. At the time of the epidemic in Leopoldville, a consultant from WHO headquarters was placed at the disposal of the Congolese authorities, on a short-term basis, and the Advisory Team assisted in planning the campaign and in co-ordinating various services —such as the central and provincial health ministries, the city health services, the Swiss medical unit which works within the framework of ONUC at Leopoldville and the ONUC medical services—and WHO experts participated in the training of vaccinators.

(*g*) Judicature

In response to a request for increased ONUC assistance in the judicial field, made by the Central Government's Minister of Justice in August 1961, a three-fold solution to existing problems was proposed: the recruitment of qualified foreign personnel, the rapid training of Congolese jurists and a general reform of the judicial system.

In the matter of training, a long-term programme of training has been under way at the National School of Law and Administration, and short courses of accelerated training have already provided the judiciary with some ninety auxiliary magistrates since February 1961 (see section (*b*) above). The auxiliary magistrates were assigned, on completing their course, to courts in Leopoldville where they have been perfecting their knowledge by undertaking judicial functions.

Legal reform involves, among other things, adapting the structure of the judiciary to the country's needs and resources, and making a number of innovations in legal training. While the details of such reform have been under serious consideration by the Congolese authorities in the period under review, it should be noted that Congolese jurists trained at the National School of Law and Administration—established at ONUC's instance in February 1961—will progressively be available to take their places in the national judiciary, whether reorganized or in its present form.

In the course of numerous discussions between ONUC authorities and officials of the Central Government's Ministry of Justice, the latter expressed particular concern about the need for a swift reconstitution of the magistracy with qualified foreign judges. The Congolese authorities required the new corps of judges to be employees of the Congolese Government, deriving authority from the law of the country. They also asked that candidates to the magistracy should be sought from among as many countries as was practicable, and that the United Nations should conduct a mission of recruitment for this purpose.

By the end of September 1961, the Congolese authorities made concrete proposals outlining the terms of service under which foreign jurists would be called upon to serve in the Congo and requested, as a first measure, that upwards of fifty foreign jurists should be recruited: a legal adviser to the Ministry of Justice, three judges to the Court of Appeals in Leopoldville, seven magistrates to the lower courts, sixteen district judges, four chief deputies and twenty-one other deputies to the Public Prosecutor, and seven legal advisers to the national and provincial assemblies.

As a result of the close working relationship established with the officials of the Ministry of Justice, it was possible, early in 1962, to undertake the recruitment of thirty magistrates for the lower courts, three jurists to serve on the Court of Appeals in Leopoldville, and three legal advisers to the legislative assemblies. Twenty-two of these jurists had arrived in the country by the beginning of June 1962, and were assigned to duties at Leopoldville, Coquilhatville, Bukavu, Albertville and Luluabourg. More foreign judges were scheduled to arrive in the country in the second half of June 1962. When this programme of recruitment has been completed, the re-establishment of the judiciary should be well in hand and the latter half of 1962 is expected to show decisive results in this connexion.

(*h*) Labour

During the period covered by this report, experts from the International Labour Organisation (ILO) carried out projects of ONUC's technical assistance programme in the field of labour in five areas of activity —labour administration, wages and wage policy, social security, co-operatives and training. An outline of the training programmes that have been completed, or which are under way or about to begin is presented in section (*b*) above. Details of other projects are given below.

Assistance has been provided to the Congolese authorities in drafting new legislation and modifying existing legislation on collective agreements, conciliation procedures, labour tribunals, trade unions and the like. It is expected that the new provisions will facilitate labour-management relations and encourage compromise solutions.

A guide for labour inspectors was prepared early in 1962, with the assistance of an ILO expert, and distributed to the provincial labour departments.

The National Consultative Labour Commission, created in July 1961, has completed a general job classification based largely on ILO standards and has reviewed draft legislation on collective agreements. This legislation, if approved by Parliament, should enable employees and workers to negotiate in a more constructive atmosphere than has obtained in the past.

The National Commission has also pursued its study of minimum wage-fixing machinery in the private sector.

A National Institute of Social Security was set up under the new law which came into force on 1 July 1961 and the relevant subsidiary legislation has been gradually promulgated since then. A special effort was made during the latter part of 1961 to install and operate locally those social security services which had previously been carried out in Belgium. The machinery for collecting contributions and paying benefits had been developed by June 1962 and the central office for settling pension accounts has also been set up in Leopoldville. A reorganization of provincial agencies is in process. Experts of the ILO were actively associated with these developments, both at the advisory and operational levels. They co-operated with the Ministry of Labour in drafting regulations for the application of the social security law and assisted in establishing administrative and technical responsibilities for the main and provincial offices of the National Institute.

The Government has approved the designation of an ILO expert in co-operative development and he is due to arrive shortly.

(*i*) Natural resources and industry

Assistance to the Central Government's Ministry of Mining and Power Resources by ONUC's Sector of Natural Resources and Industry has consisted of technical advice, inspection tours of mining districts and the preparation of background reports.

The Ministry was helped with reorganization plans and, in August 1961, ONUC's Senior Consultant for this sector was assigned as a technical adviser to the Ministry at the request of the Congolese authorities. The Senior Consultant assisted with a Conference of Heads of Mining Enterprises which was held at Leopoldville from 28 August to 1 September. The purpose of the conference was to re-establish direct contact between the Minister and senior officials of mining enterprises in the country, and to provide these officials with an opportunity of outlining their problems and examining proposed solutions which would permit a revival of the mining industry. This industry was confronted with grave difficulties which had been caused by such factors as widespread insecurity, the inadequacy of material required to keep the mines in operation, the non-availability of spare parts for vital machinery and the break-down of transport systems.

There was a general amelioration of the mining situation in the second half of the year, and statistics indicate that the level of production attained in 1961 was around 80 per cent of that in 1959, the last year before independence. A similar trend has been recorded in the first half of 1962. It should, however, be remembered that mining companies in the Province of Katanga are responsible for three-quarters of the country's mineral production.

In October 1961, two technical assistance projects were approved, one concerning the establishment of a Mining School which would furnish the Ministry of Mining and Power Resources with the technicians it requires, the other providing for the appointment of twelve experts to work with the Ministry. The creation of the school is being actively pursued so that its opening date may coincide with the beginning of the next school year.

Throughout the year under review, visits were made to all the Congo's provinces, except Katanga, and nearly all of the country's mineral exploitations were inspected at the request of the Ministry of Mines. Following these inspections, reports were presented to the Congolese authorities covering such details as rates of production, labour forces, sources of power, explosives stores and the safety and health conditions of workers. Background reports have also been compiled, for information purposes, on such aspects of the mining industry as the organization of mining offices, artisanal mining reserves and a proposed Institute for Mining Research. These sets of reports constituted the first data collected on behalf of the Central Government since independence.

(*j*) Public administration

The activities of ONUC's Public Administration Sector were directed towards advisory assistance to the Central Government in the regulation of basic questions relating to public administration and the training of Congolese civil servants (see section (*b*) above). In police affairs, the Congolese authorities were assisted in simplifying, systematizing and strengthening existing procedures, and in training police officers already in service as well as new recruits. In addition, ONUC's Senior Consultant for Public Administration has served as legal adviser to the Prime Minister, dealing with a number of administrative and constitutional matters in this capacity.

The texts for two ordinances were prepared by ONUC experts, one dealing with the organization of the two branches—legal and administrative—of the National School of Law and Administration, the other determining the grades at which diploma graduates of the school may be hired upon entering public service. ONUC experts also assisted in the development of the school in general (see section (*b*) above).

Aid was furnished to the Ministry of Public Administration in drawing up a charter which defined the terms of reference and allocated prerogatives between central and provincial authorities. This charter was adopted by a National Conference of Ministers of Public Administration in November 1961.

A draft ordinance providing for a general reorganization of the administrative services was also prepared, and has been under study by political leaders as well as the heads of various branches of the administration. The enactment of this ordinance will take the public administration service much closer to the goal of a well regulated and efficient civil service suited to the country's needs. In the field of public administration, ONUC's programme increasingly tends to be centered upon training activities, rather than on purely advisory services. This trend has been welcomed by the Congolese authorities who have been generally responsive to the training projects planned and executed by ONUC experts. It should now be possible to build gradually but systematically on the foundations already laid.

In police affairs, the task which faced the Congolese authorities was that of building an entirely new police service while at the same time utilizing such resources as existed to control the many acts of lawlessness which threatened the country's economic and social life. In this situation ONUC experts divided their efforts between rapid and intensive refresher training courses for police officers already in service, a long-term comprehensive programme of training for new recruits at the police school in Leopoldville, and administrative reorganization.

(*k*) PUBLIC WORKS

Technical assistance to the central and provincial ministries of Public Works, unemployment relief and the opening of a Technical College for Building and Public Works comprised the main activities of ONUC's Public Works Sector during the last twelve months.

At the commencement of the present reporting period, the central and provincial ministries of Public Works were in urgent need of qualified personnel. ONUC planned to provide the Congo with twenty-seven advisers: fifteen to work with the Central Government's Ministry of Public Works; two to be assigned to REGIDESO, a quasi-government organization responsible for the public water and electricity distribution systems, and ten to supervise public works in the provinces.

This programme was realized only partially. Five ONUC advisers have so far been appointed: one expert has served as an adviser to the Central Government's Ministry of Public Works; three experts were placed with REGIDESO; an expert in highway techniques was stationed in Kivu Province, and a sixth expert is due to arrive in the Congo towards the end of June 1962. The services rendered by these advisers have prompted the Central Government's Minister of Public Works to seek further assistance from the United Nations.

In the second half of 1961, an expenditure of CF 67 million on unemployment relief resulted in 522,000 man-days of useful work. The programme has had considerable humanitarian and moral effect, providing sustenance to numerous families, reviving the spirits of skilled and semi-skilled workers who had been thrown out of work by events beyond their control and encouraging the Congolese authorities to undertake measures aimed at a long-term solution of the country's vast unemployment problem.

A public works team—consisting of two technicians, a chief engineer responsible to the provincial authorities and a controller of public works—have been assigned to Kivu Province, for the first time. The presence of this team in the province has made it possible for six highway projects to be organized and the first steps in this connexion were taken at the end of March 1962.

In the Province of Orientale, overlapping operations of the 1961 and 1962 programmes were terminated on 31 March, and five new projects were begun in April 1962.

It is practically certain that the whole of the 1962 programme will be completed by September, and preparations for unemployment relief are being made for new projects to be taken in hand at this time.

The Technical College for Building and Public Works, officially recognized under a presidential ordinance of 16 November 1961, is progressing satisfactorily (see section (*b*) above).

Under the 1962 programme, two public works projects were allocated to the Congo as a whole, without restriction to any particular province. The first of these projects involved a programme of sanitation work in Leopoldville city and has seen the mobilization of over 700 unemployed, 200 of whom assisted the public health authorities in their campaign against a smallpox epidemic (see section (*f*) above). The second project in this category concerns the main Leopoldville-Luluabourg roadway and has also begun well.

In the Province of Leopoldville, work on all six public works projects provided for commenced in March. Of these projects, two concern road repairs, three are building projects and the sixth involves repairs to the Basoko bridge. This bridge, with a span of forty metres, is of prime importance to the province and the recommencement of work at the bridge on 1 March is of particular value.

As a result of the unprecedented floods in Equateur Province, the network of roads became impassable, the public works programme was disrupted and the commencement of the six projects approved for this province in 1962 was delayed until March.

In the Province of Kasai, the progress of public works projects has been retarded by the existence of various local problems. In particular, house repairs in

Luluabourg came to a complete halt at the end of February 1962 owing to a lack of building materials. However, a road maintenance project is now well in hand, and work at the Kabinda medico-surgical centre was inaugurated under satisfactory conditions.

(*l*) RADIO BROADCASTING

In the latter half of 1961, the Ministry of Information and Cultural Affairs was invited to consider a number of innovations designed to improve the broadcasting services as a whole. The basic measures involved mitigating the effects of top-heavy administration; placing of administrative responsibility under the authority of a single official; selecting and training the best qualified personnel, and furnishing to the national broadcasting system documentary sources and news coverage on the Congo, as well as contact with foreign broadcasting organizations.

In the first quarter of 1962, the country's radio officials expressed a desire to put several of these suggestions into practice. Consequently, several departments of the broadcasting administration were strengthened. Administrative procedures in the office of the Director of Broadcasting were improved. The dispersal of administrative responsibility within the Information Service was checked by placing the entire service under the authority of a single official. The Documents Centre was expanded, and the collection of material it keeps on file has been frequently consulted in the preparation of programmes—a useful development, providing for both authenticity and disciplined effort.

Improvements were also made in the content and presentation of radio programmes, with special attention being paid to the quality of newscasts. A monitoring service was established, with the result that newscasts were based on more diversified sources of information than before. And, as a preliminary step aimed at integrating national and provincial programmes, the main daily news bulletin of the national station was relayed regularly over the provincial networks.

In December 1961 a delegation from the Congo attended a congress in Rome on education by radio. Subsequently, a series of educational programmes, based exclusively on local programming material, was inaugurated over the national station. These broadcasts are made in the indigenous languages and in French.

While these are all valuable achievements, signifying a good beginning in the process of reshaping the broadcasting administration and improving broadcasting techniques, the application of several urgently required changes proposed has not been undertaken. On the other hand, the Congolese authorities have shown interest in securing further assistance in the particularly sensitive area of radio broadcasting and have formally proposed that an over-all project calling for the appointment of several experts and aimed at a complete overhaul of radio services should be set up by the United Nations. This proposal is under consideration.

(*m*) REFUGEE RELIEF

During the period under review, four major relief operations were undertaken: the continuation from the previous year of a relief programme in South Kasai; the resettlement, in the Congo, of refugees from Rwanda and Angola; flood relief measures in the provinces of Orientale and Equateur, and the evacuation of the refugee camp at Elisabethville. In all these efforts, the final aim was the rehabilitation of refugees in communities where they could resume normal conditions of life. To this end, ONUC worked in close co-operation with the Congolese authorities, voluntary organizations, the United Nations High Commissioner for Refugees and the League of Red Cross Societies. The Congolese authorities stressed their desire to assist the refugees, in spite of other problems which beset the country, and approved of the resettlement of refugees on a permanent basis provided that this did not interfere with existing tribal arrangements and practices of land tenure.

In the months of July and August 1961, arrangements were made to resume the refugee relief feeding programme in South Kasai where there remained a residual group of refugees from among the Baluba tribesmen who had fled to the east and south of the province seeking an escape from tribal disturbances which had broken out around December 1960. This programme of relief diminished in scope and extent as conditions in the province improved, and the refugees, by their own efforts and with ONUC assistance, sowed seed, harvested crops and settled down in their new surroundings.

A total of about 60,000 persons, most of them from the Tutsi tribe, had fled from Rwanda to Kivu Province by December 1961. Emergency measures were undertaken to house and feed the refugees while at the same time plans were made for resettling them in areas where they would create new agricultural communities, fending for themselves after receiving initial assistance. The same principles were applied to the feeding and eventual resettlement of some 150,000 Angolan refugees in the western extremity of Leopoldville Province.

The flooding of the Congo River and its tributaries in the months of November 1961 to January 1962, the most severe floods experienced by the country in this century, wrought serious damage in the provinces of Orientale and Equateur. In this situation, ONUC organized emergency relief measures to alleviate the disasters caused by the floods and to re-establish normal conditions of life in the afflicted areas. Considerable bilateral assistance, channelled through ONUC, was received for this programme.

In May 1962, ONUC began the liquidation of the refugee camp at Elisabethville where some 70,000 refugees, most of them of the Baluba tribe, had received food, shelter and protection since August 1961. The majority of them were repatriated to their tribal areas by rail and plane, at their request, after an ONUC mission had explored the areas and been assured by tribal chiefs that the refugees would be welcome. By the end of June 1962, the repatriation operation had passed the half-way mark, 43,000 refugees having by then been evacuated by ONUC from the camp.

(*n*) SOCIAL AFFAIRS

There has been a hopeful record of progress within the Ministry of Social Affairs over the past year with respect to formulating policy and directing programmes. It is also clear that in the provinces there is a potential of talent and good intentions—which must, however, be organized. Also, a lack of proper administrative machinery continues to hamper this department.

The ONUC sector dealing with social affairs was given effective existence at the beginning of August 1961, with the appointment of experts in housing, community development and training; a Senior Adviser in Social Affairs arrived early in September. It is expected that the post for an expert in youth welfare will be filled soon.

The efforts of the housing expert were impeded by an absence of suitable government procedure for effectively considering broad perspectives of national planning and administration. Two reports which this expert compiled indicate the quantitative nature and extent of the national housing problem, and the policy and administrative issues involved in finding solutions. These reports will be a substantial starting point for national planning in the future.

Since the beginning of the financial year in January 1962, the Minister of Social Affairs has endeavoured to stimulate increased activity in community development. A study conference held at Coquilhatville in March was successful in directing attention to the kind of programme desired. ONUC experts have undertaken numerous visits to the provinces in company with their Congolese colleagues.

The next stage in the development of work in social affairs is to form a close liaison between the centre and the provinces which will result in positive action at the field level.

(*o*) United Nations Children's Fund

During the period under review, UNICEF participated in a number of programmes relating to relief operations, milk distribution, health, education and social affairs. By utilizing this assistance, the Congolese authorities were able to revive social services which had lapsed as a result of unsettled conditions, and to prepare for the inauguration and operation of other humanitarian services required by the country.

By June 1962 UNICEF's contributions to relief operations had reached a total of $311,000—used for the purchase of foodstuffs, seeds and medicines. With the steady return to normal life of the refugees now resettled in various parts of the country, UNICEF hopes to devote its Congo allocations in the future to assistance along the lines of its primary objectives which can only be achieved by promoting in conjunction with the Congolese authorities, long-term projects in health, education, nutrition and general social progress.

The Congolese Red Cross and religious organizations in the country have been responsible for the daily distribution of more than 254,000 40-gramme rations of milk in the six provinces of the country, under the supervision of representatives of the League of Red Cross Societies. This programme has been financed by an allocation of $335,000 made by the UNICEF Executive Board in June 1961. Under the same programme, courses were organized for the training of Red Cross junior nursing aides. Between August 1961 and May 1962, thirty boys and fourteen girls were instructed in hygiene, sanitation, first aid, nutrition and social service; they are now performing tasks in the country's social centres, particularly in Leopoldville Province.

The Congolese authorities have been keenly aware of the need to reactivate fully and reorganize the country's medical service. To this end, they have sought ONUC assistance in re-establishing abandoned health services and opening new ones. Total UNICEF assistance in these operations now amounts to $346,000. In addition to bolstering public health services in regions threatened by epidemics, as well as helping hospital centres and dispensaries to function again, UNICEF has participated in forward-looking programmes for the establishment of medico-social centres which would protect the health of mothers and children, by both preventive and curative action. One of these centres is at N'Djili, a suburb of Leopoldville city, and its operation will make it possible for the living conditions of a child population of about 20,000 to be improved and for on-the-spot training to be provided to Congolese personnel who will run centres elsewhere in the country. An allocation of $65,000 was made for this project in December 1961.

A basic agreement defining relations between the Central Government and UNICEF—the first such agreement to be concluded between a United Nations agency and the Republic of the Congo—was signed on 21 April 1962.

C. FINANCING OF THE UNITED NATIONS OPERATIONS IN THE CONGO

The financing of the United Nations operations in the Congo was discussed at the sixteenth session of the General Assembly primarily in connexion with an agenda item entitled "United Nations operations in the Congo: cost estimates and financing". Questions relevant to the financing of these operations also were raised in connexion with the Assembly's discussion of the budget estimates for the financial year 1962, in particular a section thereof on the United Nations financial position and prospects and of an item entitled "Administrative and budgetary procedures of the United Nations: report of the Working Group appointed under General Assembly resolution 1620 (XV)".

On 20 October 1961 the Secretary-General submitted a report to the General Assembly comparing the estimated and actual costs for United Nations operations in the Congo for the period 1 January to 31 October 1961. He pointed out that the Assembly had only provided for an appropriation to finance the expenses of those operations during the first ten months of 1961.

The Fifth Committee considered this report at its 862nd, 863rd and 865th meetings. As indicated in an interim report of the Fifth Committee to the General Assembly, a draft resolution was introduced in the Committee whereby the Assembly, pending action to be taken at the sixteenth session regarding the financing of United Nations operations in the Congo and without prejudice to such action, would authorize the Secretariat to continue until 31 December 1961 to incur commitments for the United Nations operations in the Congo at a level not to exceed $10 million per month.

A number of speakers supporting this draft resolution stated that it was of a purely procedural character and did not raise any substantive issue. It did not prejudge the entirely separate issues relating to the method of financing the operations in the Congo and peace-making operations generally which would be discussed at a later stage.

Some other delegations, however, who opposed the draft resolution, were of the view that it was not purely of a procedural character. The report of the Secretary-General, in their opinion, raised a number of questions, such as the scope of the United Nations operations in the Congo, which should fall exclusively within the competence of the Security Council. It was also argued that Articles 11, 43 and 48 of the Charter demonstrated that prior consideration by the Security Council was indispensably required; the first of those Articles making it clear that while the General Assembly might discuss questions relating to the maintenance of international peace and security and make appropriate recommendations, action thereon was reserved to the Security Council; Articles 43 and 48, for their part, prescribed, in specific terms, the manner in which the decisions of the Council were to be carried out. Furthermore, financial regulation 13.1 of the United Nations Financial Regulations and Rules indicated that a matter such as the continuance of the United Nations Operations in the Congo should, in the first instance, be submitted to the Security Council for consideration of the financial implications.

The Fifth Committee approved the draft resolution mentioned above and it was adopted without change by the General Assembly at its 1044th plenary meeting (resolution 1633 (XVI)).

On 7 December 1961, the Secretary-General submitted a report to the Fifth Committee in which he indicated that, in view of the prevailing circumstances, he was not in a position to submit detailed cost estimates for the maintenance and operation of the United Nations Force during 1962, or to predict when the tasks given him by the Security Council and by the General Assembly would have been successfully accomplished. He added, however, that in the light of the most recent developments there was not, in his opinion, any sound basis for anticipating that the expenses during the next few monhs would be appreciably less than the level of current expenditures. He sought authority for continuing to incur expenditures for the United Nations operations in the Congo or such period in accordance with such financing arrangements as the General Assembly might deem appropriate.

On 8 December 1961, the Advisory Committee on Administrative and Budgetary Questions submitted its report to the General Assembly on the proposals of the Secretary-General outlined in the previous paragraph. It recommended that the Secretary-General should be authorized to continue, beyond 31 December 1961, to incur expenditures at the approved current level, in accordance with such financing arrangements as the General Assembly might deem appropriate.

The Fifth Committee considered the reports of the Secretary-General and of the Advisory Committee at its 899th, 900th, and 902nd to 905th meetings held between 11 and 15 December 1961. As indicated in the report of the Fifth Committee to the General Assembly, the Committee approved a draft resolution incorporating certain amendments thereto which the Assembly adopted without change at its 1086th plenary meeting (resolution 1732 (XVI)).

Under this resolution, the General Assembly, bearing in mind that the extraordinary expenses for the United Nations operations in the Congo are essentially different in nature from the expenses of the Organization under the regular budget and that therefore a procedure different from that applied in the case of the regular budget is required for meeting these expenses, and bearing in mind that the permanent members of the Security Council have a special responsibility for the maintenance of international peace and security, decided to: (1) continue the *ad hoc* account for the expenses of the United Nations operations in the Congo; (2) authorize the Secretary-General during 1962 to expend at an average monthly rate not to exceed $10 million for the continuing cost of the United Nations operations in the Congo; (3) appropriate an amount of $80 million for the operations of the United Nations in the Congo for the period 1 November 1961 to 30 June 1962; (4) apportion as expenses of the Organization the amount of $80 million in accordance with the scale of assessment for the regular budget, except that assessment of Member States whose contribution to the regular budget range from 0.04 per cent to 0.25 per cent inclusive and Member States receiving assistance during 1961 under the Expanded Programme of Technical Assistance, whose contributions to the regular budget are 1.26 per cent and above, be reduced by 50 per cent, pending the establishment of a different scale of assessment to defray the extraordinary expenses of the Organization resulting from these operations.

The resolution further urged the permanent members of the Security Council to make sizable additional contributions, appealed to all Member States, who are in a position to assist, to make voluntary contributions, called upon the Government of Belgium, a State directly concerned with the situation in the Republic of the Congo, to make a substantial contribution, and decided to apply these additional contributions of Member States to offset the deficit resulting from the implementation of the authorized reductions in the assessments of certain Member States.

Chapter II

OTHER POLITICAL AND SECURITY QUESTIONS

1. The question of disarmament

(a) Developments prior to the disarmament debate at the sixteenth session of the General Assembly

In accordance with the statements made on 30 March 1961 in the First Committee during the fifteenth session of the General Assembly, and in compliance with General Assembly resolution 1617 (XV) of 21 April 1961, the Governments of the United States and of the Union of Soviet Socialist Republics issued a report "on the results of their exchange of views on questions relating to disarmament and to the resumption of negotiations in an appropriate body whose composition is to be agreed upon", as well as a "Joint Statement of agreed principles for disarmament negotiations".

The two Governments reported that the exchange of views between them had taken place in Washington, D.C. from 19 to 30 June; in Moscow from 17 to 29 July and in New York from 6 to 19 September 1961.

As a result of the exchange of views, both Governments agreed to recommend the following principles as the basis for multilateral negotiations on disarmament:

> "1. The goal of negotiations is to achieve agreement on a programme which will ensure that (*a*) disarmament is general and complete and war is no longer an instrument for settling international problems, and (*b*) such disarmament is accompanied by the establishment of reliable procedures for the peaceful settlement of disputes and effective arrangements for the maintenance of peace in accordance with the principles of the United Nations Charter.
>
> "2. The programme for general and complete disarmament shall ensure that States will have at their disposal only those non-nuclear armaments, forces, facilities, and establishments as are agreed to be necessary to maintain internal order and protect the personal security of citizens; and that States shall support and provide agreed manpower for a United Nations peace force.
>
> "3. To this end, the programme for general and complete disarmament shall contain the necessary provisions, with respect to the military establishment of every nation, for:
>
> "(*a*) Disbanding of armed forces, dismantling of military establishments, including bases, cessation of the production of armaments as well as their liquidation or conversion to peaceful uses;
>
> "(*b*) Elimination of all stockpiles of nuclear, chemical, bacteriological, and other weapons of mass destruction and cessation of the production of such weapons;
>
> "(*c*) Elimination of all means of delivery of weapons of mass destruction;
>
> "(*d*) Abolishment of the organization and institutions designed to organize the military effort of States, cessation of military training, and closing of all military training institutions;
>
> "(*e*) Discontinuance of military expenditures.
>
> "4. The disarmament programme should be implemented in an agreed sequence, by stages until it is completed, with each measure and stage carried out within specified time limits. Transition to a subsequent stage in the process of disarmament should take place upon a review of the implementation of measures included in the preceding stage and upon a decision that all such measures have been implemented and verified and that any additional verification arrangements required for measures in the next stage are, when appropriate, ready to operate.
>
> "5. All measures of general and complete disarmament should be balanced so that at no stage of the implementation of the treaty could any State or group of States gain military advantage and that security is ensured equally for all.
>
> "6. All disarmament measures should be implemented from beginning to end under such strict and effective international control as would provide firm assurance that all parties are honouring their obligations. During and after the implementation of general and complete disarmament, the most thorough control should be exercised, the nature and extent of such control depending on the requirements for verification of the disarmament measures being carried out in each stage. To implement control over and inspection of disarmament, an International Disarmament Organization including all parties to the agreement should be created within the framework of the United Nations. This International Disarmament Organization and its inspectors should be assured unrestricted access without veto to all places as necessary for the purpose of effective verification.
>
> "7. Progress in disarmament should be accompanied by measures to strengthen institutions for maintaining peace and the settlement of international disputes by peaceful means. During and after the implementation of the programme of general and complete disarmament, there should be taken, in accordance with the principles of the United Nations Charter, the necessary measures to maintain international peace and security, including the obligation of

States to place at the disposal of the United Nations agreed manpower necessary for an international peace force to be equipped with agreed types of armaments. Arrangements for the use of this force should ensure that the United Nations can effectively deter or suppress any threat or use of arms in violation of the purposes and principles of the United Nations.

"8. States participating in the negotiations should seek to achieve and implement the widest possible agreement at the earliest possible date. Efforts should continue without interruption until agreement upon the total programme has been achieved, and efforts to ensure early agreement on and implementation of measures of disarmament should be undertaken without prejudicing progress on agreement on the total programme and in such a way that these measures would facilitate and form part of that programme."

The two Governments were not able to reach agreement on the composition of a negotiating body prior to the sixteenth session of the General Assembly.

On 20 September Mr. McCloy and Mr. Zorin, the United States and USSR representatives in the United States-USSR joint exchange of views on disarmament, exchanged letters on the question of control.

The United States representative stated that in the view of his Government it was "implicit in the entire joint statement of agreed principles that whenever an agreement stipulates that at a certain point certain levels of forces and armaments may be retained, the verification machinery must have all the rights and powers necessary to ensure that those levels are not exceeded".

The USSR representative stated that "while strongly advocating effective control over disarmament and wishing to facilitate as much as possible the achievement of agreement on this control, the Soviet Union is at the same time resolutely opposed to the establishment of control over armaments".

Upon issuance of the Report and of the Joint Statement, the United States and USSR circulated the documents submitted by each side in the course of bilateral negotiations.

(*b*) CONSIDERATION BY THE GENERAL ASSEMBLY AT ITS SIXTEENTH SESSION

The item entitled "Question of disarmament" was included in the provisional agenda of the sixteenth session in accordance with resolution 1617 (XV) of 21 April 1961, whereby the General Assembly decided to take up for consideration at its sixteenth session the problem of disarmament and all pending proposals relating to it. On 27 September 1961 the General Assembly considered the report of the General Committee, which recommended that the item entitled "Question of disarmament" be allocated to the First Committee. The USSR amendment to the report, whereby the General Assembly would decide to consider the item at its plenary meetings immediately after the general debate, was rejected and the recommendation of the General Committee was approved by 65 votes to 9 with 19 abstentions.

On 25 September 1961 the United States submitted a proposal entitled "Declaration on Disarmament—the United States Programme for General and Complete Disarmament in a Peaceful World".

The declaration set forth the following objectives:

"(*a*) The disbanding of all national armed forces and the prohibition of their re-establishment in any form whatsoever other than those required to preserve internal order and for contributions to a United Nations peace force;

"(*b*) Elimination from national arsenals of all armaments, including all weapons of mass destruction and the means for their delivery, other than those required for a United Nations peace force and for maintaining internal order;

"(*c*) The establishment and effective operation of an International Disarmament Organization within the framework of the United Nations to ensure compliance at all times with all disarmament obligations;

"(*d*) The institution of effective means for the enforcement of international agreements, for the settlement of disputes, and for the maintenance of peace in accordance with the principles of the United Nations."

The declaration calls on the negotiating States:

"(*a*) To develop the outline programme . . . into an agreed plan for general and complete disarmament and to continue their efforts without interruption until the whole programme has been achieved;

"(*b*) To this end to seek to attain the widest possible area of agreement at the earliest possible date;

"(*c*) Also to seek—without prejudice to progress on the disarmament programme—agreement on those immediate measures that would contribute to the common security of nations and that could facilitate and form a part of that programme."

The declaration also set forth principles for disarmament negotiations. These principles contained in particular the requirement that verification arrangements should be instituted progressively and in such a manner as to verify not only that agreed limitations or reductions took place but also that retained armed forces and armaments did not exceed agreed levels at any stage.

The United States programme for general and complete disarmament was composed of three stages.

The first stage provided *inter alia* for:

A. The establishment of an International Disarmament Organization (IDO) within the framework of the United Nations upon entry into force of the agreement.

B. The limitation of force levels to 2.1 million each for the United States and the USSR and to appropriate levels not exceeding 2.1 million each for all other militarily significant States; the reduction of levels of armaments of prescribed types by equitable and balanced steps; the limitation of the production of agreed types of armaments; and the examination by an Experts Commission on Chemical, Biological and Radiological (CBR) weapons of the feasibility of and of the means for accomplishing the verifiable reduction and eventual elimination of chemical, biological and radiological weapons stockpiles and the halting of their production.

C. The accession by States which have not done so to a treaty prohibiting the testing of nuclear weapons; the stoppage of the production of fissionable materials and their transfer to non-weapons purposes; an undertaking by States owning nuclear weapons not to relinquish control of such weapons to any nation not owning them and not to transmit to any such nation the information or material necessary for their manufacture; an undertaking by States not owning nuclear weapons not to manufacture such weapons, attempt to gain control of such weapons belonging to other States, or seek or receive information or materials necessary for their manufacture; and the examination by a Nuclear Experts Commission of the feasibility of and of the means for accomplishing the verified reduction and eventual elimination of nuclear weapons stockpiles.

D. The reduction to agreed levels by equitable and balanced steps of strategic nuclear weapons delivery vehicles in specified categories and agreed types of weapons designed to counter such vehicles, as well as the limitation or halting of testing of these weapons.

E. The prohibition of the placing into orbit or stationing in outer space of weapons capable of producing mass destruction. Advance notification of launchings of space vehicles and missiles should be given by States.

F. The reduction of the risks of war by accident, miscalculation and surprise attack through advance notification of major military movements and manœuvres, on a scale as might be agreed, which might give rise to misinterpretation or cause alarm and induce counter measures, as well as through the establishment of observation posts and inspection arrangements.

G. Arrangements for the establishment in Stage II of a United Nations peace force. Establishment of a United Nations peace observation group which could dispatch observers to investigate any situation which might constitute a threat to or breach of the peace.

The second stage provided *inter alia* for:

A. The progressive enlargement of the powers and responsibilities of the IDO.

B. Further reduction of armed forces and armaments; further restrictions on the production of armaments; the dismantling or conversion to peaceful uses of agreed military bases and facilities wherever they are located. The halting of the production of CBR weapons, the progressive reduction of existing stocks, and the destruction or conversion to peaceful uses of the resulting excess quantities, depending upon the findings of the Experts Commission on CBR weapons.

C. Progressive reduction to the minimum levels of the stocks of nuclear weapons as a result of the findings of the Nuclear Experts Commission.

D. Further reductions in the stocks of strategic nuclear weapons delivery vehicles and agreed types of weapons designed to counter such vehicles.

E. The establishment and progressive strengthening of the United Nations peace force.

The third stage provided *inter alia* for:

The retention by States of only those forces, non-nuclear armaments, and establishments which are required for the purpose of maintaining internal order and for the provision of agreed manpower for a United Nations peace force; the prohibition of the manufacture of armaments except for those of agreed types and quantities to be used by the United Nations peace force and those required to maintain internal order; the destruction or conversion to peaceful purposes of all other armaments; and the strengthening of the peace-keeping capabilities of the United Nations so as to assure peace and the just settlement of differences in a disarmed world.

In describing the immediate purposes of the new United States disarmament programme, President Kennedy, in his address to the General Assembly on 25 September 1961, indicated that it was an attempt "to bridge the gap between those who insist on a gradual approach and those who talk only of the final and total achievement". The President proposed that disarmament negotiations be resumed promptly, and continue without interruption until an entire programme for complete and general disarmament had not only been agreed upon, but actually achieved. He highlighted in particular the following proposals:

Signing the test ban treaty by all nations.

Stopping the production of fissionable materials for use in weapons and preventing their transfer to any nation not now possessing nuclear weapons.

Prohibiting the transfer of control over nuclear weapons to States that do not own them.

Keeping nuclear weapons from seeding new battlegrounds in outer space.

Gradually destroying existing nuclear weapons and converting their materials to peaceful uses.

Halting the unlimited testing and production of strategic nuclear weapons delivery vehicles and gradually destroying them as well.

President Kennedy also stressed the importance of creating world-wide law and law enforcement. To this end, he recommended that all Member nations earmark special peace-keeping units in their armed forces—to be specially trained and quickly available—which would be on call by the United Nations.

In his statement on 26 September at the plenary meeting of the General Assembly, the Minister for Foreign Affairs of the USSR, Mr. Gromyko, welcomed the agreement on guiding principles for disarmament negotiations which had emerged from the United States-USSR talks and which he described as "a common platform for the resumption of disarmament negotiations". At the same time he warned against the danger that attempts might be made to interpret these principles in a way alien to genuine disarmament. Mr. Gromyko rejected as tantamount to control over armaments the position that control should be exercised over that part of armed forces and armaments which at a given stage would be retained by States. He pointed out the need for time-limits for the implementation of a treaty on general and complete disarmament. Touching upon the question of international armed forces, he said that in the view of the Soviet Union, the administration of those forces "must be in the hands of representatives of the three principal groups of States—such representatives having equal rights". In addition, Mr. Gromyko proposed a number of measures to ease international tension, strengthen confidence among States and contribute to general and complete disarmament. An understanding on these steps should, in the view of the Soviet Union, be reached parallel with negotiations on general and complete disarmament. Mr. Gromyko also emphasized that the implementation of these measures must not be made dependent on an agreement on disarmament questions, and the achievement of a disarmament agreement must not be made conditional on a decision to take those measures.

"Measures to ease international tension, strengthen confidence among States and contribute to general and complete disarmament" were enumerated in the Memorandum submitted by the Government of the USSR on 26 September 1961. They included:

1. Freezing of the military budgets of States.

The aim was to set a maximum limit for military expenditures in the budgets of States, not exceeding the level of military appropriations as of 1 January 1961.

2. Renunciation of the use of nuclear weapons.

The States which produce nuclear weapons would announce their decision not to use them.

3. Prohibition of war propaganda.

The States would adopt a joint declaration calling for the cessation of war propaganda.

4. Conclusion of a non-aggression pact between the NATO countries and the Warsaw Treaty countries.

The contracting parties would undertake not to use force or the threat of force and to settle any disputes which might arise between them solely by peaceful means; the parties would hold consultations on questions relating to the implementation of the pact.

5. Withdrawal of troops from foreign territory.

The number of foreign troops stationed in the territory of both the NATO countries and the Warsaw Treaty countries would be reduced. As a first step, there might be an agreement to reduce the number of foreign troops stationed in Germany by one-third or by some other proportion over a given period of time. The necessary control would be instituted over the execution of this measure.

6. Measures to prevent the further spread of nuclear weapons.

The nuclear Powers would undertake not to give nuclear weapons to other countries and those States which do not possess nuclear weapons would undertake not to make them or to obtain them from the nuclear Powers.

7. Establishment of nuclear-free zones.

Agreement would be reached that nuclear weapons should not be stored or produced in certain defined geographic zones.

8. Steps to decrease the danger of surprise attack.

Land control posts would be set up at railway junctions and major ports and on motor roads, the function of which would be to ensure that dangerous concentrations of armed forces and military equipment did not take place.

The Soviet Government noted that it did not regard as exhaustive the above list of measures for lifting the burden of the cold war from international relations. It stated that it would give careful consideration to all constructive observations on this subject and would be ready to exchange views on these questions in whatever manner might be deemed most appropriate.

At its 1170th meeting on 19 October 1961, the First Committee inscribed the item entitled "Question of disarmament" as third on its agenda. It was considered at fifteen meetings held between 15 November and 13 December 1961.

In the course of the discussion in the Committee, the USSR representative pointed out favourable signs which would appear to give ground for hope of success in the solution of the disarmament problem. In this connexion he mentioned the understanding reached between the United States and the USSR on the basic principles for general and complete disarmament, and the fact that a majority of States agreed on the question of the working organ where disarmament negotiations should take place. At the same time the USSR representative also emphasized that serious obstacles still remained to the solution of the disarmament question. The most important obstacle he regarded as "the aggressive course of the policy of the Western Powers". Among "other alarming factors" he mentioned the insistence of the United States that control should be established not only over the execution of disarmament measures but also over the armed forces and armaments retained by States at the various stages of disarmament. Such a policy in the opinion of the USSR might "remove all meaning from any disarmament negotiations". He also asserted that the United States interpretation of the agreed principles "has sought to read into these principles a meaning which can only be calculated to make the solution of the disarmament problem more complicated". The representative of the Soviet Union stated that it would be impossible to reach an agreement on the cessation of the production of fissionable materials for military purposes as provided for in the United States programme and, consequently, on the placing under international control of the whole atomic industry of States, unless an agreement were arrived at for destruction of existing stockpiles of nuclear weapons and the complete prohibition of such weapons. He also indicated that there was a contrast between the insignificant, exiguous disarmament measures and the unjustifiably broad control measures proposed at the very first stage, and expressed the view that some measures proposed by the United States were intended to create a clear advantage to the United States, contrary to the agreed principle that the disarmament programme must at no stage provide either side with a military advantage.

The United States representative conceived of the task of the First Committee in the same way as the USSR representative. He proposed that the Committee approve a negotiating forum, endorse the statement of agreed principles and recommend that the new forum proceed at once with its business. However, he considered that the Soviet position on controls was a stumbling block which could be crucial, and added that unless a clear and satisfactory agreement could be reached on that particular point, it was difficult to envisage very substantial progress in disarmament negotiations. He added that on the point of verification, in particular on the inspection of remaining stocks, the United States was and would remain inflexible. He discussed steps that could be taken immediately, apart from disarmament negotiations, to strengthen the capabilities of the United Nations to maintain peace. With regard to a United Nations police force, he suggested that Member countries make available to the United Nations an inventory of the forces, equipment and logistic support which they would be prepared to put at the disposal of the United Nations for peace-preserving functions. This was followed by the suggestion that the

Secretary-General might wish to present to the Members of the United Nations his own ideas for the expansion and improvement of United Nations machinery for observation, fact-finding, conciliation, mediation and adjudication. He reiterated the United States position that the way to start disarmament was to agree to a nuclear test ban treaty and stressed that "to start now in no sense limits or postpones the goal of general and complete disarmament".

The representative of France indicated that while discussing disarmament, one should take into consideration new technical developments, in particular when one had in view nuclear disarmament. He stressed that even an important reduction of stocks of fissile materials would not have any immediate consequence on the military level, since what remained would be sufficient to destroy huge territories. He therefore reiterated the insistence of the Government of France that a new procedure should be followed, namely, that of controlled destruction of the main means of delivery of nuclear weapons, and he pointed out that if the nuclear bomb or fissile material could not presently be controlled, the means of delivery for its military application still could be. In that connexion he stated that if serious negotiations should begin, France would propose a disarmament programme stressing essentially such measures. He expressed certain reservations with regard to the agreed general principles for disarmament. As preliminary measures which would facilitate the realization of the general disarmament programme he mentioned among others: publicity to be given to armed forces and armaments, previous notification of certain decisions or statements on armed forces and armaments and their location, and steps to guard against surprise attack or to prevent a war through miscalculation or misjudgement.

On 20 November 1961, India submitted a draft resolution, co-sponsored by the United Arab Republic and Ghana, whereby the General Assembly would: (1) urge the Governments of the United States and the USSR to reach agreement on the composition of a negotiating body which both they and the rest of the world could regard as satisfactory; (2) express the hope that such negotiations would be started without delay and lead to an agreed recommendation to the Assembly; and (3) request the Governments to report on the results of such negotiations to the Assembly before the conclusion of the sixteenth session.

The Committee approved the draft resolution unanimously on 21 November 1961. The General Assembly adopted the resolution (1660 (XVI)) unanimously on 28 November 1961.

In compliance with the request of the General Assembly, the USSR and the United States submitted a joint draft resolution on 13 December 1961, whereby the General Assembly would: (1) welcome the Joint Statement of the two Governments on agreed principles for disarmament negotiations (A/4879); (2) recommend that negotiations on general and complete disarmament be based upon those principles; (3) endorse the agreement reached on the composition of a Disarmament Committee, whose membership would be: Brazil, Bulgaria, Burma, Canada, Czechoslovakia, Ethiopia, France, India, Italy, Mexico, Nigeria, Poland, Romania, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America; (4) recommend that the Committee, as a matter of the utmost urgency, undertake negotiations with a view to reaching, on the basis of the Joint Statement of agreed principles and taking into account, *inter alia*, paragraph 8 of those principles, agreement on general and complete disarmament under effective international control; (5) request that the Disarmament Committee submit to the General Assembly a report on such agreement as soon as it had been reached, and in any case submit to the Disarmament Commission, not later than 1 June 1962, a report on the progress achieved; and (6) request the Secretary-General to render necessary assistance and provide necessary services to the Committee.

The draft resolution was unanimously approved by the First Committee on 13 December, and adopted by the General Assembly on 20 December 1961 (1722 (XVI)).

On 17 November 1961, Sweden submitted a draft resolution co-sponsored by Austria, Cambodia, Ceylon, Ethiopia, Liberia, the Sudan, and Tunisia whereby the General Assembly, taking note of the suggestion that an inquiry be made as to the conditions under which countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and to refuse to receive in the future nuclear weapons on their territories on behalf of any other country, would (1) request the Secretary-General to make such an inquiry as soon as possible and to submit a report on its results to the Disarmament Commission not later than 1 April 1962; (2) request the Disarmament Commission to take such further measures as appeared to be warranted in the light of that report; and (3) call upon the nuclear Powers to extend their fullest co-operation and assistance with regard to the implementation of the resolution.

In presenting the draft resolution, the representative of Sweden pointed out that it proposed the application on a universal basis of the principles underlying the Rapacki Plan on the creation of an atom-free zone in Central Europe, and stated that in his view there was a correlation between measures to prevent further nuclear tests and the basic idea of the Rapacki Plan. He indicated that there could be different degrees of de-nuclearization, and it might therefore be desirable to establish different rules for atom-free zones in different parts of the world. He expressed the opinion that if the results of the inquiry envisaged in the draft resolution were favourable, a conference should be convened in order to work out some arrangement which would meet with the approval of all countries, nuclear and non-nuclear alike.

The USSR representative regarded the text of the resolution as weak and not sufficiently categorical, and objected to the words "in the future" which appeared in the sentence "to refuse to receive in the future nuclear weapons on their territories on behalf of any other country". Nevertheless, he expressed support for the resolution, feeling that the general intention of the draft was to contribute to the reduction of the dangers of a nuclear war and that it was therefore a step in the right direction.

The United States representative objected to the draft resolution on the ground that the proposal sought to shift the emphasis entirely to non-nuclear Powers receiving nuclear weapons on their territory in behalf of any other country, and thus to prejudice existing defensive arrangements. He felt that the conditions which created the need for defensive arrangements would have to be removed before those arrangements could be terminated. He stated that the United States had to continue to give its allies the military support which they requested and which they considered necessary for collective self-defence, while the resolution called into question the right of free nations to join together in collective self-defence, including the right of self-defence with nuclear weapons if need be.

On 30 November 1961, the Committee approved the eight-Power draft resolution by a roll-call vote of 57 to 12, with 32 abstentions.

At its 1070th plenary meeting on 4 December 1961, the General Assembly adopted the resolution (1664 (XVI)) by 58 votes to 10, with 23 abstentions.

(*c*) THE PREVENTION OF THE WIDER DISSEMINATION OF NUCLEAR WEAPONS

On 16 August 1961, Ireland, as in previous years, requested the inclusion in the agenda of the sixteenth session of the General Assembly of an item entitled "The prevention of the wider dissemination of nuclear weapons". The item was allocated to the First Committee.

On 17 November 1961 Ireland submitted a draft resolution, by which the General Assembly would: (1) call on all States and in particular on the States at present possessing nuclear weapons to use their best endeavours to secure the conclusion of an international agreement containing provisions under which the nuclear States would undertake to refrain from relinquishing control of nuclear weapons and from transmitting the information necessary for their manufacture to States not possessing such weapons and provisions under which States not possessing nuclear weapons would undertake not to manufacture or otherwise acquire control of such weapons; (2) urge all States to co-operate to these ends.

The item was considered by the First Committee on 30 November 1961. The representative of Ireland, when presenting his resolution, expressed the conviction that if the non-nuclear States became one by one the possessors of nuclear weapons, nuclear war was inevitable. He suggested to the nuclear Powers that one way of approaching the matter of the prevention of the wider dissemination of nuclear weapons was to set up a small committee of their experts who would work confidentially to hammer out the necessary agreement for submission to their Governments in the first instance; when the agreement was signed by the nuclear Powers, it should be submitted for the approval of the United Nations and the accession of the non-nuclear Powers.

The draft was unanimously approved by the First Committee and adopted by the General Assembly at its 1070th plenary meeting held on 4 December 1961, as resolution 1665 (XVI).

(*d*) DEVELOPMENTS AFTER THE SIXTEENTH SESSION OF THE GENERAL ASSEMBLY

(1) *The Conference of the Eighteen-Nation Committee on Disarmament*

On 31 May 1962 the Co-Chairman of the Conference of the Eighteen-Nation Committee on Disarmament forwarded an interim progress report on developments set out below to the Chairman of the United Nations Disarmament Commission covering the Conference deliberations during the period 14 March to 1 June 1962.

The following nations took part in the Conference: Brazil, Bulgaria, Burma, Canada, Czechoslovakia, Ethiopia, India, Italy, Mexico, Nigeria, Poland, Romania, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

At its first meeting on 14 March 1962, the Conference adopted the following procedural arrangements; (i) it would have a permanent co-chairmanship comprised of the representatives of the USSR and the United States; (ii) it would adopt a method of work whereby in its plenary sessions the Committee would pursue its primary objective of reaching an agreement on general and complete disarmament and, concurrently, a committee of the whole would consider measures aimed at lessening international tension, consolidating confidence among States, and facilitating general and complete disarmament. In addition, provision was made for informal meetings.

On 21 March 1962 it was also decided that a Sub-Committee comprised of the USSR, the United Kingdom and the United States should consider the question of a treaty on the discontinuance of nuclear weapon tests.

In its plenary meetings the Committee discussed the Draft Treaty on General and Complete Disarmament submitted by the Soviet Union on 15 March 1962, the United States Programme for General and Complete Disarmament of 25 September 1961, the United States Outline of Basic Provisions of a Treaty on General and Complete Disarmament in a Peaceful World of 18 April 1962 and other proposals, in the light of the Joint Statement of Agreed Principles of 20 September 1961 and General Assembly Resolution 1722 (XVI) of 29 December 1961.

The Co-Chairmen presented to the Committee a working draft Preamble to the Treaty on General and Complete Disarmament. This working draft and the alternative language contained therein were accepted by the Committee *ad referendum* to Governments. The Co-Chairmen also presented a preliminary working draft of Part I of the Treaty on which work was continued.

The Report stated that the Committee of the Whole had discussed the item, "Cessation of War Propaganda".

The Sub-Committee on the Treaty for the Discontinuance of Nuclear Weapons Tests began its deliberations on consideration of the proposals of the United States and the United Kingdom for a draft Treaty on the Discontinuance of Nuclear Weapon Tests, and of the USSR proposals of 28 November 1961. Subsequently on 16 April, the delegations of Brazil, Burma, Ethiopia, India, Mexico, Nigeria, Sweden and the United Arab Republic submitted a joint memorandum containing suggestions and ideas which they commended to the three nuclear Powers for consideration in the negotiations.

> "The Soviet Union expressed its willingness to consider the proposals set out in the memorandum as a basis for further negotiations. The United Kingdom and the United States accepted the joint memorandum as one of the bases for negotiations."

The interim progress report noted that each committee was continuing with its work.

(2) *Report on the inquiry conducted in accordance with General Assembly resolution 1664 (XVI)*

On 2 April 1962, the Acting Secretary-General transmitted to the Chairman of the Disarmament Commission a report on the inquiry conducted in accordance with General Assembly resolution 1664 (XVI). In pursuance of this resolution, the Secretary-General, in his circular note of 2 January 1962, requested Member Governments to give their views with regard to the conditions under which countries not possessing nuclear weapons might be willing to enter into specific undertakings to refrain from manufacturing or otherwise acquiring such weapons and refuse to receive, in the future, nuclear weapons on their territories on behalf of any other country. The report transmitted the forty-four replies received by 1 April, as well as one communication from a non-Member.

2. The suspension of nuclear and thermo-nuclear tests

Negotiations at the three-Power Conference on the Discontinuance of Nuclear Weapon Tests in Geneva during June and July 1961 centred on the USSR proposal that the test ban be considered in the context of general and complete disarmament, and on the United States-United Kingdom draft treaty of 18 April 1961. In this connexion the problems of a moratorium on underground testing, staffing of inspection teams and the character and authority of the administrator were discussed.

On 15 July 1961, the United Kingdom and the United States requested the inclusion of an item in the agenda of the sixteenth session of the General Assembly entitled "The urgent need for a treaty to ban nuclear weapons tests under effective international control".

On 17 and 28 July 1961, India requested the inclusion of an item in the agenda of the sixteenth session of the General Assembly entitled "Continuation of suspension of nuclear and thermo-nuclear tests and obligations of States to refrain from their renewal".

The USSR declared on 30 August that owing to the increasing aggressiveness of NATO the Soviet Government had been compelled to carry out experimental nuclear weapons explosions. The United States and the United Kingdom proposed on 3 September that the three countries agree by 9 September to ban atmospheric tests, relying on existing means for supervising the agreement. On 5 September the United States announced the resumption of underground nuclear testing. On 9 September the USSR rejected the Anglo-American proposal, and the Conference on the Discontinuance of Nuclear Weapon Tests recessed for the Assembly.

The General Assembly, at its 1014th plenary meeting held on 25 September 1961, included the United Kingdom-United States proposal of 15 July and the Indian proposal of 17 and 28 July as items 72 and 73 respectively, and at its 1018th plenary meeting, on 27 September 1961, it allocated the items to the First Committee for consideration and report.

At its 1169th meeting on 18 October 1961, the First Committee decided by 83 votes to 10, with 4 abstentions, to list item 73 as the first item on its agenda. At the same meeting, it decided by 54 votes to 13, with 31 abstentions, to list item 72 as the second item on its agenda and to discuss it simultaneously with item 73.

The First Committee considered the two items from its 1171st to 1194th meetings held between 19 October and 15 November 1961.

On 20 October 1961, Canada, Denmark, Iceland, Iran, Japan, Norway, Pakistan and Sweden submitted a draft resolution which subsequently incorporated an Indian amendment. Under the terms of the eight-Power draft resolution, the General Assembly, seized with the question of halting nuclear weapons tests, would solemnly appeal to the Government of the Soviet Union to refrain from carrying out its intention to explode in the atmosphere a 50-megaton bomb before the end of October 1961.

At its 1177th meeting on 25 October, the Committee voted on the draft and approved it by a roll-call vote of 75 to 10, with one abstention. The General Assembly adopted it on 27 October 1961 by a roll-call vote of 87 to 11, with one abstention, as resolution 1632 (XVI).

On 16 October 1961, India submitted a draft resolution, later revised and co-sponsored by Ethiopia, Ghana, Nepal, the United Arab Republic and Yugoslavia, which would have the General Assembly: (1) express its deep concern and profound regret that test explosions had been resumed; (2) earnestly urge the Powers concerned to refrain from further test explosions pending the conclusion of necessary international binding agreements in regard to tests or general and complete disarmament; and (3) call upon the Powers concerned to engage themselves with urgency and speed in the necessary efforts to conclude such agreements expeditiously.

The Committee considered the six-Power draft resolution and various amendments thereto from its 1180th to 1185th meetings, held between 30 October and 2 November.

An amendment by Afghanistan which would have expressed deep concern over the international tension that had led the nuclear Powers to resume nuclear test explosions was voted upon at the 1185th meeting on 3 November and rejected by the Committee, as was an oral amendment by Ghana. At the same meeting a joint amendment submitted by Bolivia, Brazil, Chile, Colombia, El Salvador, Peru and Venezuela was adopted by a roll-call vote of 86 to 10, with 5 abstentions.

The seven-Power amendment, which was incorporated as an additional operative paragraph in the six-Power draft resolution, would express confidence that the States concerned would reach agreement as soon as possible on the cessation of tests of nuclear and thermo-nuclear weapons, under appropriate international control.

The Committee then proceeded to vote on the six-Power draft resolution. Following the adoption of a proposal to delete the words "or general and complete disarmament" from operative paragraph 2 of the six-Power draft, it approved the draft as a whole, and as amended, by a roll-call vote of 72 to 21 with 8 abstentions. The General Assembly adopted the draft on 6 November by a roll-call vote of 71 to 20, with 8 abstentions, as resolution 1648 (XVI).

On 28 September the United Kingdom and the United States submitted a joint draft resolution whereby the General Assembly would urge the States negotiating at the Conference on the Discontinuance of Nuclear Weapon Tests at Geneva to renew at once their efforts to conclude at the earliest possible time a treaty on the cessation of tests on the following principles: (*a*) that the treaty should have as its objective the cessation of all nuclear weapon tests in all environments, under inspection and control machinery adequate to insure compliance with its terms; (*b*) that the international control machinery should be so organized as to be representative of all parties to the treaty and should be staffed and operated to guarantee its objectivity and effectiveness, avoiding self-inspection under procedures which would insure that its facilities will be used exclusively for purposes of effective control; (*c*) that the day-to-day executive and administrative operations of the control systems established under the treaty should not be susceptible to obstruction by the exercise of the veto, with administrative responsibility to be concentrated in the hands of a single administrator acting impartially and functioning under the supervision of a commission composed of representatives of parties to the treaty.

The joint draft resolution would also request the negotiating States to report to the United Nations Disarmament Commission by 1 March 1962 on the progress of their negotiations, and would call on all States, upon the conclusion of a treaty ensuring permanent prohibition of nuclear weapon tests under effective controls, to ratify or to adhere to that treaty.

On 6 November, at its 1187th meeting, the First Committee approved the United Kingdom-United States draft resolution, after voting by paragraphs, by a roll-call vote of 67 to 11, with 16 abstentions. The draft was adopted at the plenary meeting of the General Assembly on 8 November 1961, together with an amendment by Cyprus, by a roll-call vote of 71 to 11, with 15 abstentions, as resolution 1649 (XVI).

On 23 October, a draft resolution was submitted by Ethiopia, Ghana, Guinea, Mali, Morocco, Nigeria, the Sudan and the United Arab Republic, and subsequently co-sponsored by the Congo (Leopoldville), Liberia, Sierra Leone, Somalia, Togo and Tunisia, by which the General Assembly would call upon Member States: (1) to refrain from carrying out or continuing to carry out in Africa nuclear tests in any form; (2) to refrain from using the territory, territorial waters or air space of Africa in testing, storing or transporting nuclear weapons; and (3) to consider and respect the continent of Africa as a de-nuclearized neutral zone. By a Libyan amendment which was accepted by Ghana on behalf of the sponsors, the word "neutral" in paragraph (3) of the draft was later deleted.

The fourteen-Power draft was voted upon at the 1194th meeting of the First Committee on 14 November, and approved by a roll-call vote of 57 to none, with 42 abstentions. The General Assembly adopted the draft on 24 November 1961 by a roll-call vote of 55 to none, with 44 abstentions, as resolution 1652 (XVI).

On 24 October, Ceylon, Ethiopia, Ghana, Indonesia, Libya, Nigeria, Somalia, the Sudan and Tunisia submitted a draft resolution which would ask the General Assembly to issue a declaration against the use of nuclear weapons. Under the terms of this draft resolution, which was subsequently co-sponsored by Guinea, Liberia, and Togo, the General Assembly would declare: (1) that the use of nuclear and thermo-nuclear weapons was contrary to the spirit, letter and aims of the United Nations, and, as such, a direct violation of the United Nations Charter; (2) that the use of nuclear and thermo-nuclear weapons would exceed even the scope of war and cause indiscriminate suffering and destruction to mankind and its civilization and, as such, was contrary to the rules of international law and to the laws of humanity; (3) that the use of nuclear and thermo-nuclear weapons was a war directed not against an enemy or enemies alone but also against mankind in general, since the peoples of the world not involved in such war would be subjected to all the evils generated by the use of such weapons; and (4) that any State using nuclear and thermo-nuclear weapons was to be considered to violate the Charter of the United Nations, to act contrary to the laws of humanity and to commit a crime against mankind and its civilization.

The twelve-Power draft would also request the Secretary-General to consult the Governments of Member States to ascertain their views on the possibility of convening a special conference "for signing a convention on the prohibition of the use of nuclear and thermo-nuclear weapons for war purposes" and to report on the results of such consultation to the General Assembly at its seventeenth session.

An Italian amendment which, among other things, would have substituted the words "to consider the means of prohibiting" for the words "for signing a convention on the prohibition of" was rejected.

The Italian amendments, which would provide for the prohibition of the use of nuclear and thermo-nuclear weapons only when "contrary to the United Nations Charter", and which would substitute the words "signing a convention on the prohibition" by the words "to consider the means of prohibiting", were rejected.

On 14 November, at its 1194th meeting, the Committee approved the twelve-Power draft resolution by a roll-call vote of 60 to 16, with 25 abstentions. The General Assembly on 24 November 1961 adopted the draft by a roll-call vote of 55 to 20, with 26 abstentions, as resolution 1653 (XVI).

In pursuance of the directive contained in resolution 1653 (XVI) the acting Secretary-General, in his circular note of 2 January 1962, requested Governments of Member States to give their views on the possibility of convening a special conference for signing a convention on the prohibition of the use of nuclear and thermo-nuclear weapons for war purposes.

Following the adoption of resolution 1649 (XVI) by the General Assembly, the Three-Power Conference on the Discontinuance of Nuclear-Weapons Tests resumed on 28 November 1961, at which time the USSR tabled a draft treaty to ban nuclear weapon tests in the atmosphere, outer space and under water, relying on national systems of detection for supervision of the agreement. It further proposed a moratorium on underground explosions until a control system had been developed as part of a system of control over general and complete disarmament. At the 350th meeting of the Conference on 16 January 1962, the United States and the United Kingdom suggested two alternatives by which the Conference should either resume negotiations on the basis of the 1958 Geneva Experts recommendations, or adjourn while the issue was considered by the Eighteen-Nation Disarmament Committee.

At its 353rd meeting on 29 January 1962, the Conference decided to transmit its records and documents to the Conference of the Eighteen-Nation Disarmament Committee as well as to the Chairman of the United Nations Disarmament Commission. It thereupon adjourned *sine die.*

Consideration of a treaty for the discontinuance of nuclear weapon tests was continued by the Sub-Committee established for this purpose on 21 March 1962 by the Conference of the Eighteen-Nation Disarmament Committee.

3. The effects of atomic radiation

The Scientific Committee on the Effects of Atomic Radiation held its tenth session at United Nations Headquarters from 20 August to 15 September 1961. It reviewed the first draft of its second comprehensive report dealing with sources of radiation exposure (such as fall-out from weapons tests, environmental contamination and radiation from medical practices), the effects of radiatioin on living cells, the effects on individuals and the hereditary effects.

The Committee also prepared its annual progress report for 1961, which was discussed by the General Assembly at its sixteenth session. At its 262nd-266th meetings the Special Political Committee had before it two draft resolutions, one sponsored by Czechoslovakia, whereby the General Assembly would reaffirm its conviction that the work of the Scientific Committee was useful and necessary, the other sponsored by twenty-five Powers, whereby the General Assembly would approve the Committee's annual progress report, request the Committee to examine the possibility of accelerating its second comprehensive report, invite the World Meteorological Organization, in consultation with the International Atomic Energy Agency and the Scientific Committee, to examine urgently the feasibility of extending the meteorological reporting system to include measurements of atmospheric radio-activity, and further invite WMO to implement this scheme, if it was found feasible, at the earliest possible date. Both draft resolutions, with amendments, were approved by the Special Political Committee. The joint draft resolution was adopted by the General Assembly at a plenary meeting held on 27 October 1961 (resolution 1629 (XVI)). The draft resolution sponsored by Czechoslovakia was not adopted, having failed to receive the required two-thirds majority.

At its eleventh session, held at United Nations Headquarters from 5 to 23 March 1962, the Scientific Committee considered General Assembly resolution 1629 (XVI). It completed and unanimously adopted its report on 23 March 1962.

In response to a request from the Secretary-General of WMO, the Committee also considered a draft plan proposed by WMO for the implementation of part II of resolution 1629 (XVI). It adopted a general statement on this draft plan and requested its Secretary to transmit it to the Secretary-General of WMO.

The Committee requested that its twelfth session be held in Geneva in January 1963.

4. The peaceful uses of outer space

The Committee on the Peaceful Uses of Outer Space, which was established by General Assembly resolution 1472 (XIV) of 12 December 1959, did not hold its first meeting until 27 November 1961, owing to differences of opinion among its members. The meeting was convened by the Acting Secretary-General in view of the response which he had received from members of the Committee to requests from some of its members that it should be convened.

Following the election of its officers, the Committee heard statements by the Acting Secretary-General and by several delegations, and then adopted a brief factual report to the Assembly.

The General Assembly included the question in its agenda at the 1014th plenary meeting on 25 September 1961, and allocated it to the First Committee for consideration and report.

The First Committee considered the item at five meetings held between 4 and 11 December 1961.

At the start of the debate in the First Committee, the representative of the United States introduced a five-part draft resolution, which was subsequently revised, sponsored jointly by Australia, Canada, Italy and the United States.

By part A of the resolution the General Assembly would commend to States for their guidance in the exploration and use of outer space the following principles: (*a*) that international law, including the Charter of the United Nations, applied to outer space and celestial bodies and that (*b*) outer space and celestial bodies were free for exploration and use by all States in conformity with international law, and were not subject to national appropriation. It went on to invite the Committee on the Peaceful Uses of Outer Space to study and report on the legal problems that might arise from exploration and use of outer space.

In part B of the resolution the General Assembly would call upon States launching objects into orbit to furnish information promptly to the Committee through the Secretary-General so that he might maintain a public registry of launchings. Further, the Committee would be requested, in co-operation with the Secretary-General, (1) to maintain close contact with governmental and non-governmental organizations concerned with outer space matters; (2) to provide for exchange of information supplied by Governments on a voluntary basis; (3) to assist in the study of measures for the promotion of international co-operation in outer space activities; (4) to report to the General Assembly on the arrangements undertaken for the performance of these functions and on such developments relating to the peaceful uses of outer space as it considered significant.

In part C of the resolution the General Assembly, noting the possibilities opened for meteorology by the advances in outer space, would recommend to all Member States, the World Meteorological Organization and other appropriate specialized agencies, that they study measures (*a*) to advance the state of atmospheric science and technology so as to provide greater knowledge of forces affecting climate and the possibility of large-scale weather modification; (*b*) to develop existing weather forecasting capabilities and help Member States make effective use of them through regional meteorological centres. At the same time the World Meteorological Organization would be requested to consult, as appropriate, with UNESCO and other specialized agencies and governmental and non-governmental organizations, such as the International Council of Scientific Unions, and to submit a report to its member Governments and to the Economic and Social Council in July regarding appropriate organizational and financial arrangements to achieve those ends, with a view to their further consideration by the General Assembly at its seventeenth session. The Committee on the Peaceful Uses of Outer Space was also requested to review that report and submit its comments and recommendations to the Economic and Social Council and to the General Assembly.

In part D of the resolution, the General Assembly, *inter alia*, noting the potential importance for the United Nations of communication satellites, would invite the Expanded Programme of Technical Assistance and the United Nations Special Fund, in consultation with the International Telecommunication Union, to give sympathetic consideration to requests from Member States for assistance in the survey and development of their domestic communication facilities so that they might make effective use of space communication. The International Telecommunication Union would also be requested, consulting, as appropriate, with Member States, UNESCO, other specialized agencies and the Committee on Space Research of ICSU, to submit a report on the implementation of those proposals to the Economic and Social Council and the General Assembly at their coming session, and to consider at its special conference planned for 1963 on allocations of radio frequency bands for outer space activities what aspects of space communication would require international co-operation. The Committee on the Peaceful Uses of Outer Space would be requested to review the ITU report and submit its recomendations to the same session.

In part E of the resolution the General Assembly would decide to retain previously-appointed members of the Committee and to add Chad, Mongolia, Morocco and Sierra Leone to its membership, and would request the Committee to meet not later than 31 March 1962 to carry out its mandate as contained in resolution 1472 (XIV), to review the activities provided for in the new draft resolution and to make such reports as it might consider appropriate.

The revised draft resolution was submitted to the Committee at the end of the debate by all the original members of the Committee on the Peaceful Uses of Outer Space; that is, by Albania, Argentina, Australia, Austria, Belgium, Brazil, Bulgaria, Canada, Czechoslovakia, France, Hungary, India, Iran, Italy, Japan, Lebanon, Mexico, Poland, Romania, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic, the United Kingdom and the United States, and was approved unanimously by the First Committee.

During the discussion that took place in the First Committee, several representatives warned that time was running out for the establishment of an international agreement over the uses of outer space. A number of representatives, pointing out that achievements in space technology could be used for military as well as peaceful purposes, stated that for this reason the problem demanded international discussion in order to establish international co-operation in the uses of outer space as one of the means to preserve it from military uses.

Most of the delegations taking the floor expressed their deep regret over the difficulties which had caused the Committee on the Peaceful Uses of Outer Space to delay the beginning of its work, since all States were anxious to see the establishment of international co-operation in that field.

The delegations of the socialist States attributed the difficulties to the desire of the United States to obtain in the Committee a position of advantage for itself and its military partners. They stressed that in the exploration of outer space, the achievements of one side were as great as those of the other, and for that reason there could not be any real international co-operation unless the two parties arrived at a joint decision. Other delegations considered that such a position amounted to establishing a right of veto in the work of the Committee. The rules of procedure of the General Assembly should be applied to the Committee on Outer Space, and accordingly all questions under consideration should be put to a vote.

Some attention was paid by the speakers to the legal aspects of the problem. Although, as some representatives stated, it was impossible and even inappropriate at that stage to create a comprehensive body of space law, it was necessary to establish some rules by which States would abide in their space projects. In this connexion delegations from Eastern Europe protested against some launchings conducted by the United States, claiming that they had nothing to do with peaceful uses of outer space.

The idea of establishing a world-wide communication system with the help of satellites was termed one of the projects which would bring benefits to most of the countries of the world, providing them with the possibility of a vast increase in the volume and quality of radio, telephone and telegraph traffic and the relay of television broadcasts around the world.

Many delegations welcomed the suggestion that satellites should be used for meteorological purposes as an important step towards better weather prediction which might result some day in the development of means of weather control. Some were not convinced, however, that those projects should be under the auspices of the United Nations, owing to current financial difficulties and the possible duplication or interference with the work of the specialized agencies.

On 3 January 1962 the General Assembly unanimously adopted the resolution submitted to it by the First Committee (resolution 1721 (XVI)).

Accordingly the Committee on the Peaceful Uses of Outer Space held its second meeting on 19 March 1962 at United Nations Headquarters.

In his opening statement the Chairman placed on record some agreements reached through informal consultations, the first being that it would be the aim of all members of the Committee and its Sub-Committees to conduct their work in such a way that the Committee would be able to reach agreement in its work without need for voting.

The Committee also agreed to invite representatives of WMO, ITU, UNESCO, and the Committee on Space Research of the International Council of Scientific Unions to take part in the work of the Committee as observers.

Opening the discussion, the representative of the United States stressed the significance of the meeting and emphasized the principle that man's venture into outer space was in its nature an international effort, based on co-operative research and the pooling of efforts by many countries of the world from which every people and nation stood to benefit.

He brought to the attention of the Committee the letter from President Kennedy to Chairman Khrushchev dated 7 March 1962 in which proposals were made for United States-Soviet collaboration in establishing a joint operational weather satellite system to provide global weather data for prompt use by any nation, in establishing a joint tracking programme, in mapping the earth's magnetic field, in the establishment of a space communications system, and in exchanging information and pooling efforts in the field of space medicine. At the end of his letter the President indicated his willingness to discuss broader co-operation in still more challenging projects. Stating that the primary task of the Committee was to study and to stimulate international co-operation in outer space work, the representative of the United States expressed his belief that that was an active function that could expand the sphere of international co-operation.

The representative of the USSR brought to the Committee's attention a message from Chairman Khrushchev to President Kennedy dated 20 March 1962 which outlined his Government's position on co-operation in space exploration. He singled out several problems whose solution would require the pooling of efforts, including projects for long-distance communications satellites, satellite weather predicting systems, joint programmes for observation of launchings of deep space probes to other planets, international agreements on "search and rescue" operations for spaceships, sputniks and capsules descending due to accident, magnetic field investigations, space medicine and legal questions. The settlement of the disarmament problem was cited as one of the main steps towards a complete programme of space exploration. Prior to the achievement of agreement on general and complete disarmament both countries would be limited in their possibilities for co-operation in the field of the peaceful uses of outer space.

Suggestions and recommendations were made concerning the organization of the work of the Committee itself, and of the two proposed sub-committees—the Scientific and Technical and the Legal. Delegations proposed some technical and legal questions that appeared to be of primary interest to the sub-committees and devoted some attention to the recommendations which should be made to the sub-committee concerning them.

At the end of the discussion the Chairman read out a summary of the Committee's work. This was done in view of the spirit of co-operation that had marked the work of the Committee and the suggestions made by a number of delegations who felt that there was no need for the adoption of a resolution.

In the summary it was stated that the Committee had decided to create two sub-committees of the whole which were to meet in Geneva on 28 May 1962, one on scientific and technical problems of outer space exploration and the other on legal aspects of the problem.

The Committee arrived at a joint opinion that the aim of its work should be the co-ordination of activities carried out by the specialized agencies and by governmental and non-governmental organizations in the field of the exploration and use of outer space for peaceful purposes, and that the Committee should organize its work so as to assist in the study of measures for the promotion of international co-operation in outer space activities.

The Committee's report on its activities up to that point was circulated to members of the General Assembly on 30 March 1962.

5. Admission of new Members

Sierra Leone, whose application for membership was received on 27 April 1961, as noted in the Secretary-General's report last year, was admitted to membership by the General Assembly on 27 September (resolution 1623 (XVI)), following the unanimous recommendation of the Security Council the previous day.

General Assembly resolution 1602 (XV) of 19 April 1961 declared that the Islamic Republic of Mauritania and the Mongolian People's Republic were peace-loving States that should be admitted to membership, and requested the Security Council to take note of the Assembly's decision in regard to the candidature of Mauritania. The two applications were included in the provisional agenda of meetings of the Security Council on 26 and 27 September, and 2 October, but the Council was unable to reach agreement on the order of their consideration. On 25 October, however, the Council accepted a proposal by the President that the two applications should be considered in the order of their submission, and that while discussing the application of Mongolia members should also indicate briefly their positions regarding the application of Mauritania.

The representative of the USSR introduced a draft resolution whereby the Council would recommend to the General Assembly the admission of the Mongolian People's Republic to membership. The draft was supported by the representatives of Ceylon, Chile, Ecuador, France, Liberia, Turkey, the United Arab Republic and the United Kingdom, while the representative of the United States stated that he would abstain out of respect for the view expressed by the General Assembly in resolution 1602 (XV). The representative of China declared that he would not participate in the voting in order that no pretext might further delay the admission of Mauritania, although his delegation was convinced that Mongolia was not an independent and sovereign State but in fact remained a colony of the Soviet Union.

The representatives of France and Liberia introduced a draft resolution recommending to the Assembly the admission of the Islamic Republic of Mauritania to membership in the United Nations. The proposal was supported by the representatives of Ceylon, Chile, China, Ecuador, Turkey, the United Kingdom and the United States, as well as of the Ivory Coast and Senegal, who had been invited at their request to participate in the discussion. The representative of Morocco, who had similarly been invited to participate, maintained that admission of Mauritania would constitute amputation of part of Morocco's territory, the unity of which had been disrupted by colonialist machinations through which the French hoped to dominate the territory, gain strategic bases and exploit the mineral riches of the area. The Moroccan arguments were supported by the representative of the United Arab Republic, who stated that he would not be able to support the admission of Mauritania but hoped for a solution of the problem in accordance with the interests of all concerned. The representative of the USSR, in view of the arguments advanced by Morocco but also considering his delegation's general policy of supporting the granting of independence to colonies, declared that he would abstain from voting on the draft resolution.

The Council adopted both draft resolutions, recommending the admission of the Mongolian People's Republic by 9 votes to none, with 1 abstention (United States) and China not participating, and that of the Islamic Republic of Mauritania by 9 votes to 1 (United Arab Republic), with 1 abstention (USSR).

On 27 October the General Assembly considered the recommendations of the Security Council, and adopted by acclamation a resolution (resolution 1630 (XVI)) admitting the People's Republic of Mongolia to membership. The representative of China, in accordance with his statement, did not participate in the voting. In connexion with the recommendation regarding Mauritania, the representative of Morocco reiterated his opposition to its admission and insisted that its people had never failed to express their determination to achieve re-unification with Morocco. His position was supported by a number of Middle Eastern and several African representatives, who argued that Mauritania could not be regarded as a peace-loving or independent State. Some other representatives announced that they would abstain from voting at that stage in the hope that future developments would be in the interests of the people of Mauritania. Voting by roll call, the Assembly then decided, by 68 votes to 13, with 20 abstentions, to admit Mauritania to membership in the United Nations (resolution 1631 (XVI)).

An application for membership was submitted on 9 December 1961 by the Prime Minister of Tanganyika. The Security Council considered the application on 14 December and unanimously adopted a draft resolution submitted by Celyon, Liberia, the United Arab Republic and the United Kingdom, recommending to the General Assembly that Tanganyika be admitted to membership. The Assembly considered the recommendation on the same day and adopted by acclamation a thirty-one-Power draft resolution deciding to admit Tanganyika to membership (resolution 1667 (XVI)).

In a letter dated 30 June 1961, the State Secretary of Kuwait submitted the application of Kuwait for membership in the United Nations. The Security Council considered the application at two meetings on 30 November, following receipt of a request from the United Arab Republic. Pursuant to his request, the representative of Iraq was invited to participate in the discussion without the right to vote.

The representative of the United Arab Republic submitted a draft resolution recommending to the Assembly the admission of Kuwait to membership, and stated that he was acting pursuant to a decision of the Council of the League of Arab States, to which Kuwait belonged as an independent and sovereign State. He added that Kuwait was a member of several of the specialized agencies and was recognized by a majority of the Members of the United Nations. The draft resolution was supported by the representatives of Ceylon, Chile, China, Ecuador, France, Liberia, Turkey, the United Kingdom and the United States, all of whom regarded Kuwait as a sovereign and independent State fully qualified under the terms of the Charter for membership in the United Nations.

The representative of Iraq urged the Council to reject the application of Kuwait, arguing that Kuwait was not and had never been a State in the internationally accepted sense, but rather had always been considered an integral part of Iraq. For all practical purposes, he charged, Kuwait remained a British colony, and the enormous profits of the oil companies in the area had combined with the Sheik's huge investments in the United Kingdom to form an unholy alliance between feudalism and colonialism.

The representative of the USSR moved under rule 33 (5) of the provisional rules of procedure that the Council should postpone consideration of the question. He felt that in the light of Kuwait's factual dependence on the United Kingdom and the existence of differences among the Arab countries concerning the matter, any action by the United Nations at that stage would prejudge the question.

The USSR motion to postpone discussion of the question received 1 vote in favour to none against, with 10 abstentions, and was not adopted. The draft resolution submitted by the United Arab Republic received 10 votes in favour to 1 against (USSR), and was not adopted owing to the negative vote of a permanent member of the Council. The Council submitted a special report to the General Assembly on its examination of the application.

6. The United Nations Emergency Force

In accordance with resolution 1125 (XI) of 2 February 1957, the Secretary-General submitted on 30 August 1961 a Fifth Progress Report on the Organization and Financing of the Force since 13 September 1960. The report once again dealt with a period of calm and was, therefore, of a routine nature, although the general view continued to be that the Force's absence or reduction would be likely to result in the early recurrence of a dangerous situation along the borderline.

There was no appreciable change in the situation, and relative peace and quiet prevailed all along the Armistice Demarcation Line in the Gaza Strip and along the international frontier in the Sinai Peninsula. Cases of infiltration and other incidents were few and all of a minor nature, and there was no case in which UNEF had to resort to force. The confidence of the local population in the prevailing calm continued to grow, as did the feeling of security on both sides of the line, reflected in the markedly increased agricultural development. However, the number of air violations, more particularly in the north-east area of the Gaza Strip was not appreciably reduced.

As regards strength, the dispatch to the Congo of two companies of approximately 200 men of the Swedish contingent was not compensated and the disposition of the various components of the Force was adjusted accordingly. If the Force is to carry out effectively its present tasks it is clear that there should be no further reduction in its strength.

The cost estimates for the maintenance of the Force were discussed by the Fifth Committee at four meetings held between 11 and 15 December 1961. The report of the Secretary-General on this question estimated the requirements of UNEF in 1962 at $19,836,800, and the Advisory Committee concurred in the estimates submitted by the Secretary-General while expressing the wish that every effort should be made to keep the cost of the operation as low as possible. The Advisory Committee had suggested a figure of $19.5 million as a reasonable target. Denmark, India, Norway, Sweden and Yugoslavia, later joined by Brazil, submitted a draft resolution, which was approved by the Fifth Committee, with an amendment proposed by France. The General Assembly adopted the draft resolution without change on 20 December 1961 as resolution 1733 (XVI) by a vote of 61 to 11, with 24 abstentions.

During the discussion in the Fifth Committee, the United States representative stated that, subject to the approval of Congress, the United States Government would be prepared, in the event of the adoption of the draft resolution, to make a voluntary contribution, additional to its assessed contribution, of $1.3 million for the period 1 January to 30 June 1962. The United Kingdom representative stated that his Government would, subject to Parliamentary approval, make a voluntary contribution of $67,500 for the first half of 1962.

7. The situation in Angola

In accordance with paragraph 2 of General Assembly resolution 1603 (XV) of 20 April 1961, the Sub-Committee on the Situation in Angola submitted a report to the General Assembly on 20 November 1961. The report was also submitted to the Security Council in conformity with paragraph 5 of the Council's resolution of 9 June 1961.

The Sub-Committee reported that in the course of its inquiries it had devoted special attention to the causes of the disturbances and conflicts in Angola. It expressed the view that the policy of assimilation proclaimed by the Portuguese Administration had not been accompanied by any active preparation of the indigenous population for the status of citizenship. The report declared that there had been many complaints concerning denial of human rights, abuse of authority, and high-handedness, especially by local administrative officials, and also noted that there were some indications of the existence of forced labour and excessive taxation. Inadequacy of economic and social development and medical facilities in the territory were also among the grievances of its inhabitants against the Portuguese Government. Movements for self-government, self-determination or independence were regarded as subversive and were suppressed. With no avenue left for negotiations or discussion with the Portuguese authorities, the report continued, nationalist movements were forced into clandestine activity or into exile and some of them subsequently to "direct action". The report further expressed the view that instructions from outside or even the arrival of "agitators" would alone be insufficient to explain the scale of the incidents or their rapid spread unless there had been genuine dissatisfaction and deeply-felt grievances.

The Sub-Committee expressed regret that the Government of Portugal had maintained a negative attitude toward the recommendations of the United Nations, but noted that despite that attitude the invitation extended to its Chairman and the transmission to it of some information, including legislation promulgated on 8 September 1961 introducing some reforms in Portugal's overseas policy, though hardly satisfactory, did constitute a limited response to the Sub-Committee's approaches for Portugal's co-operation with the United Nations.

The report concluded by declaring that though the reforms introduced were limited in scope they reflected some awareness by Portugal of the need to adjust its policies to the opinion of the international community.

The General Assembly discussed the item at its resumed session at fifteen plenary meetings held between 15 and 30 January 1962.

In introducing the report, the Chairman of the Sub-Committee expressed regret that Portugal had refused to allow the Sub-Committee to visit the territory of Angola. Nevertheless, the Sub-Committee had paid full attention to the material submitted by the Portuguese Government and the information gathered directly by three members of the Sub-Committee on the frontiers of Angola and in Leopoldville, and to information from persons within the territory, as well as from other available sources.

The representative of Portugal spoke immediately after the statement by the Chairman of the Sub-Committee and then withdrew from further participation in the debate. He criticized the report of the Sub-Committee and resolution 1603 (XV) under which it had been established, as illegal and in violation of the principles and purposes of the Charter. The Assembly's discussion had clearly contravened Article 2, paragraph 7, of the Charter and had represented sinister moves by some Member States with the aim of bringing about the disintegration of Portugal. The situation in Angola was not a threat to international peace and security. The disturbances of 1960 had been confined to only 8 per cent of the territory, and no disturbances had occurred since then. While Portugal had denied the Sub-Committee entry into Angola, it had, nevertheless, given it all possible co-operation. In its report the Sub-Committee had reached conclusions which could not be borne out by facts. Therefore, the Portuguese delegation would have the strongest possible reservations with regard to any resolutions that the Assembly might adopt on the basis of the Sub-Committee's report.

During the debate, a majority of the African-Asian representatives considered that the situation in Angola was a threat to international peace, and that numerous Assembly resolutions—1514 (XV), 1542 (XV) and 1603 (XV)—together with the Security Council resolution of 9 June 1961, had invalidated the assertion of the representative of Portugal that under Article 2, paragraph 7, of the Charter the Organization was not competent to deal with the question of Angola. They likewise could not agree with the Portuguese view that Angola was an integral part of metropolitan Portugal and regretted that Portugal had refused to allow the Sub-Committee to enter that territory. Nearly all delegations urged Portugal to adjust its policies to the realities of modern times and to co-operate with the United Nations in the implementation of resolution 1514 (XV) on the granting of independence to colonial countries and peoples. Some delegations urged sanctions against Portugal for its consistent violations of the Charter.

On 15 January, Bulgaria and Poland submitted a draft resolution whereby the General Assembly would: (1) solemnly reaffirm the right of the people of Angola to self-determination and independence; (2) condemn the colonial war pursued by Portugal against the Angolan people and demand that the Government of Portugal cease it immediately; (3) call upon the Portuguese authorities to desist forthwith from all repressive measures against the Angolan people and to release immediately all Angolan political prisoners; (4) request the Special Committee of seventeen members established by resolution 1654 (XVI) to give top priority to the problem of granting independence to Angola and to report on the question to the General Assembly at its seventeenth session; (5) request the Special Committee of seventeen members to see to the implementation of the present resolution and with that aim to send its representatives to Angola; (6) recommend to all States to deny to the Government of Portugal any support and assistance, including assistance in the form of arms and war material, as well as to put an end to any export to Portugal of arms or any kind of war material; (7) suggest to the Security Council to consider in an urgent manner under Articles 41 and 42 of the Charter the application of sanctions against Portugal, which was pursuing colonial war in Angola, creating a threat to international peace and security, violating the Security Council resolution of 9 June 1961 and refusing to implement the General Assembly resolutions on Angola; such sanctions to apply until the present and all previous resolutions of the Security Council and General Assembly were implemented.

On 23 January a second draft resolution was submitted by forty-one Member States. The draft was subsequently revised to include four more co-sponsors and certain textual changes. The co-sponsors of the revised draft were as follows: Afghanistan, Burma, Cambodia, Cameroun, the Central African Republic, Ceylon, Chad, the Congo (Brazzaville), the Congo (Leopoldville), Cyprus, Ethiopia, Gabon, Ghana, Guinea, India, Indonesia, Iran, Iraq, the Ivory Coast, Japan, Jordan, Laos, Lebanon, Liberia, Libya, Madagascar, Mali, Mauritania, Mongolia, Morocco, Nepal, Niger, Nigeria, Pakistan, Saudi Arabia, Senegal, Sierra Leone, Somalia, Syria, Tanganyika, Togo, Tunisia, the United Arab Republic, the Upper Volta and Yemen.

According to the text of the revised draft, the General Assembly would: (1) express its appreciation of the work of the Sub-Committee on the Situation in Angola and commend to the Portuguese Government, for urgent consideration and effective implementation, the observations, findings and conclusions set out in the Sub-Committee's report; (2) solemnly reaffirm the inalienable right of the Angolan people to self-determination and independence; (3) deeply deprecate the repressive measures and armed action against the people of Angola and the denial to them of human rights and fundamental freedoms, and call upon the Portuguese authorities to desist forthwith from repressive measures against the people of Angola; (4) appeal to the Government of Portugal to release immediately all Angolan political prisoners wherever they might be held; (5) urge the Government of Portugal to undertake, without further delay, extensive political, economic and social reforms and measures and in particular to set up freely-elected and representative political institutions with a view to the transfer of power to the people of Angola; (6) decide to continue the Sub-Committee on the situation in Angola appointed under resolution 1603 (XV): (*a*) to continue the performance of its tasks; (*b*) to study ways and means to secure the implementation of the present resolution and to report thereon to the Security Council and to the General Assembly through the Special Committee of seventeen members established under its resolution 1654 (XVI); (7) request the Special Committee of seventeen members established under resolution 1654 (XVI) to give its most urgent consideration to the question of Angola with a view to the speedy achievement of independence by the people of Angola; (8) request Member States to use their influence to secure the compliance of Portugal with the present resolution; (9) request all States Members of the United Nations and members of the specialized agencies to deny to Portugal any support and assistance which might be used by it for the suppression of the people of Angola; (10) request the Government of Portugal to submit a report to the General Assembly at its seventeenth session on the measures undertaken by it in implementation of the present resolution; (11) recommend to the Security Council, in the light of the Council's resolution of 9 June 1961 and of the present resolution, to keep the matter under constant review.

The sponsors of the two-Power draft resolution as well as those who supported it held that in order to put an end to the colonial war which Portugal was waging in Angola, the Assembly should take stronger and firmer action against Portugal. Some speakers, mostly from the African and Asian delegations, appreciated the spirit which motivated the draft, but expressed their regret at not being able to vote for it for various reasons, while some other representatives opposed the two-Power draft resolution because they did not believe that it would facilitate the solution of the problem in Angola.

On 30 January, the two-Power draft resolution was put to the vote and was rejected by a roll-call vote of 43 to 26, with 32 abstentions.

The sponsors of the forty-five-Power draft resolution maintained that their draft was realistic, moderate and went to the heart of the problem.

Considerable debate ensued on the forty-five-Power draft resolution. While the majority of representatives expressed satisfaction at its moderateness, certain representatives expressed reservations on some of its paragraphs. The representative of the United Kingdom stated that his delegation doubted whether the situation in Angola was a threat to international peace as stated in the sixth preambular paragraph, adding that such an assertion represented an unwarranted extension of the meaning of those words contained in the Charter. The United Kingdom and the United States considered the words "repressive measures" used in operative paragraph 3 of the draft resolution as too strong and unwarranted. The representative of the United States also suggested that operative paragraph 6 (*b*), beginning with the words "through the Special Committee of seventeen members established under resolution 1654 (XVI)" would lead to confusion and duplication of work by the two committees and should therefore be deleted. He believed that failure to mention "self-determination" in operative paragraph 7 was a serious omission and he therefore proposed that the words "self-determination and" be inserted in operative paragraph 7, before the word "independence". However, several delegations objected to the proposals of the United States on the grounds that while self-determination was no doubt mentioned in the Charter, the ultimate aim envisioned in the Charter was complete independence. Since the co-sponsors of the forty-five-Power draft resolution refused to accept the United States proposal, the representative of the United States requested a separate vote on operative paragraph 7. The request for a separate vote was adopted by a roll-call vote of 47 to 45, with 8 abstentions. Operative paragraph 7 was then put to the vote and was rejected by 44 votes to 32, with 26 abstentions, having failed to obtain the necessary two-thirds majority. The last phrase of operative paragraph 6 (*b*), which read: "through the Special Committee of seventeen members established under resolution 1654 (XVI)" was rejected by a roll-call vote of 44 to 37, with 20 abstentions, having failed to obtain the necessary two-thirds majority.

The draft resolution as a whole as amended was adopted by a roll-call vote of 99 to 2, with one abstention.

8. The question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Republic of South Africa

On 18 July 1961, Afghanistan, Burma, Cambodia, Cameroun, Ceylon, Chad, the Congo (Brazzaville), Cuba, Cyprus, Ethiopia, Federation of Malaya, Gabon, Ghana, India, Indonesia, Iran, Iraq, Ireland, Japan, Jordan, Laos, Lebanon, Liberia, Libya, Madagascar, Mali, Morocco, Nepal, Nigeria, Pakistan, Philippines, Saudi Arabia, Senegal, Somalia, the Sudan, Tunisia, the United Arab Republic, Yemen and Yugoslavia requested that the item: "Question of race conflict in South Africa resulting from the policies of *apartheid* of the Government of the Republic of South Africa" be included in the agenda of the sixteenth session of the General Assembly. Guinea, Denmark, Iceland, Norway, Congo (Leopoldville), Brazil and Uruguay subsequently associated themselves with this request.

An attached explanatory memorandum pointed out that resolution 1598 (XV), which the General Assembly had adopted by an overwhelming majority at its fifteenth session, had failed to bring about any change in the policies of the Republic of South Africa, which were being pursued with increasing ruthlessness and disregard of world opinion. Attention was also drawn to the mounting tension and bitterness between the various racial groups in South Africa. At a time when the African people were emerging into freedom and independent nationhood, the racial conflict in South Africa was, the memorandum said, a continuing cause of international friction and was likely to endanger peace and security. In the circumstances, it was the responsibility of the General Assembly to deal with the question and take appropriate decisions with a view to securing the observance by the Republic of South Africa of human rights and fundamental freedoms in accordance with the provisions of the Charter.

On 25 September, the Assembly accepted its General Committee's recommendation and decided to place the item on its agenda, despite the South African representative's objection that its inclusion contravened the terms of Article 2, paragraph 7, of the United Nations Charter.

On 27 September 1961, the Assembly referred the question to its Special Political Committee, which considered it at twenty-one meetings held between 23 October and 14 November 1961.

In a related development, before the discussion of the item in the Special Political Committee, a statement on *apartheid* made by the representative of the Republic of South Africa during the Assembly's general debate was the subject of an unprecedented "vote of censure" on 11 October. In the course of this statement, the South African Minister for Foreign Affairs contrasted the unrest and turmoil in several other African countries with the quiet conditions which prevailed in South Africa in spite of the strenuous efforts of subversive elements in London, New York, Accra and Cairo, acting in concert with subversive elements in South Africa, to stir up trouble in the Republic. Such activities and those of expatriate Bantu agitators had had little influence on the South African Bantu, who preferred satisfactory social conditions and economic progress. The term *apartheid*, the South African Foreign Minister said, was in fact an abbreviated form of *aparte outwikkeling*, which meant separate development with emphasis on the word "development". The policy of separate development was the traditional policy of South Africa and was equally in the interests of the white and Bantu populations. It was intended to safeguard what had been built up over three centuries by the whites, and at the same time to take into account the political aspirations, traditions, cultures and material needs of the Bantu peoples. The Bantu Self-Government Act provided for progressively increased legislative, judicial and administrative powers for the Bantu authorities in their own territories. The Act avoided the mistakes of over-hasty growth made in other parts of Africa and the creation of independent territories which were not yet ripe for self-government. Under the legislation eight Bantu national units were established on an ethnic basis and provision was made for the corresponding Bantu authorities. Experience in South Africa and elsewhere in the continent had shown that the splitting or mixing of ethnic groups led to clashes and internecine warfare. This system of self-government, the representative of the Republic of South Africa said, had been well received by the Bantu.

After this statement, the representative of Liberia, on a point of order, moved that the whole speech be deleted from the records of the Assembly. The speech was, he said, an insult to every African and to every man of intelligence. To say that the Bantu tribe approved of everything the South African Government did was beyond human reason. The Liberian motion was supported by some other African representatives.

The Australian representative pointed out that the proposal had very serious implications. If adopted, it would, he said, establish a precedent that a statement by a sovereign Government in the Organization could be expunged merely because other Members were opposed to it. Moreover, in order to criticize the position of South Africa, it was, he pointed out, necessary for the Assembly to have before it a statement of that position.

The representatives of Uruguay, Nigeria and the Ivory Coast also opposed the deletion of the South African representative's speech from the records of the Assembly. All representatives had, the representative of Uruguay emphasized, the right to speak on behalf of their Governments in the terms those Governments thought proper.

In response to the appeals of a number of delegations, including those of Nigeria and the Ivory Coast, the Liberian representative agreed to withdraw his motion, but moved that the Assembly censure the Government of South Africa, or its delegate, for a statement made in the Assembly which was offensive, fictitious and erroneous, and of which the Assembly fully disapproved. Several delegations, including those of Nigeria, Senegal, Niger, the Central African Republic, Tunisia, Morocco, Ethiopia and Indonesia expressed their support for this motion, which was adopted by a roll-call vote of 67 to 1, with 20 abstentions. Nine delegations did not participate in the voting.

Speaking at the beginning of the debate on the item in the Special Political Committee, the South African Foreign Minister said that he had no intention of once more arguing South Africa's case against interference in its domestic affairs, or of dealing with the policy of separate development for the non-white population of South Africa, which was no concern of the United Nations. The question, he went on to say, was whether those who had proposed the inclusion in the agenda of the item now before the Committee had either the constitutional or the moral right to do so. From the constitutional point of view, he said, both the spirit and the letter of Article 2, paragraph 7, of the Charter precluded any discussion of the matter by the Committee. From the moral point of view, there was no denying that there was an increasing tendency for the United Nations to apply a "double standard" in its dealings with certain Member States. The United Nations could not condemn the actions of one State as unconstitutional and contrary to the Charter or the spirit of the Charter, while regarding similar acts by another Member State as constitutional and in conformity with the Charter. Many of the countries that made bold to accuse South Africa were far from having clean hands themselves and were denying their peoples the fundamental human rights enshrined in the Charter, particularly in Article 55.

During the debate, which followed the statement of the Foreign Minister of the Republic of South Africa, the *apartheid* policies of South Africa were generally condemned. The policy of *apartheid* was, many delegations said, in flagrant contradiction with the United Nations Charter, the Universal Declaration of Human Rights and repeated resolutions of the General Assembly. Many speakers stressed that the policy of *apartheid* particularly violated Articles 55 and 56 of the Charter, under which all Members had pledged themselves to promote universal respect for, and observance of human rights and fundamental freedoms for all. The United Nations, it was pointed out, must concern itself with national policies which deliberately flouted the Charter. Most speakers also emphasized that the significant feature of the violation of human rights in South Africa was that *apartheid* was enshrined in the country's Constitution and was given effect through a series of legal enactments; the charge that human rights were being violated in other parts of the world was no excuse for the violations of which the South African Government was guilty.

The representative of the United States and the United Arab Republic were among those who recalled that the Security Council, on 1 April 1960, had adopted a resolution calling upon South Africa to initiate measures aimed at bringing about racial harmony based on equality and recognizing that the situation in South Africa might, if continued, endanger international peace and security.

The representative of the United States also recalled that, in conformity with the Council's resolution, the late Secretary-General had visited South Africa, and that in his subsequent report he had spoken of his visit as frank, constructive and helpful, but had not claimed that there had been any progress in moderating the policy of *apartheid*. Ten months had elapsed since the Secretary-General's visit, the United States' representative said, and, unfortunately, all indications were that the South African Government was continuing and even intensifying its policy of *apartheid*. Outside the United Nations, a number of States had tried, some over a period of years, to convince the South African Government of the desirability and, indeed, the necessity of changing its racial policies. The United States would continue its efforts in that regard. No Government was strong enough to resist indefinitely the conscience of mankind.

Several delegations, including those of Dahomey, the Ivory Coast, Yugoslavia, Guinea and the USSR, maintained that the *apartheid* policy was a potential threat to international peace and security. Thus, the representative of Yugoslavia said that the *apartheid* policy set South Africa against the rest of Africa, which was preparing to liquidate colonialism, and was not only absurd but a danger to peace.

The representative of Ireland said that his delegation regarded *apartheid* as primarily a doctrine of race protection tantamount almost to race deification. It was an official apparatus for prolonging the superiority of the white man. If the doctrine of a superior race was allowed to develop in Africa, it could convulse that continent, just as a similar aberration in Europe had come near to destroying European civilization in the Second World War.

The representative of Nigeria pointed out that Africa was in a state of rapid evolution. In addition to the African States which were already independent, there was a number of potential black African States from Kenya, Uganda, Tanganyika, Northern and Southern Rhodesia down to Bechuanaland, administered by the United Kingdom, in which changes were proceeding steadily. Steps were being taken to bring about constitutional changes in Basutoland and Swaziland, which were enclaves within South Africa. It could reasonably be asked how the minority in power in South Africa intended to avoid a holocaust when all those territories acceded to independence.

Several representatives argued that the problem of *apartheid* could not be dissociated from the whole problem of colonialism, of which *apartheid* was only one manifestation; "separate development", they said, was in fact a system of exploitation which guaranteed a small white minority political, economic and social supremacy at the expense of over 11 million non-white South Africans. In their view *apartheid* was contrary not only to the United Nations Charter and the Universal Declaration of Human Rights but also to the

Declaration on the Granting of Independence to Colonial Countries and Peoples adopted by the General Assembly at its fifteenth session.

On 30 October 1961, a draft resolution on the question was submitted by the Congo (Leopoldville), Ghana, Guinea, Iraq, Libya, Mali, Senegal, Sierra Leone, Somalia, Sudan and the United Arab Republic. Cameroun, the Central African Republic, Chad, the Congo (Brazzaville), Cuba, Dahomey, Ethiopia, Gabon, Indonesia, the Ivory Coast, Liberia, Madagascar, Mauritania, Morocco, Niger, Nigeria, Saudi Arabia, Syria, Tunisia, and the Upper Volta subsequently joined as co-sponsors. Under the operative part of this draft resolution, the Assembly would: (1) deplore the continued disregard by the Government of the Republic of South Africa of the resolutions of the General Assembly and its application of further discriminatory laws and measures the enforcement of which had led to violence and bloodshed; (2) deprecate policies based on racial discrimination as being reprehensible and repugnant to the dignity and rights of peoples and individuals and consider it to be the responsibility of all Members of the United Nations to take separate and collective action to bring about the elimination of these policies; (3) affirm that the racial policies being pursued by the Government of the Republic of South Africa and the laws and measures taken to implement them were inconsistent with the Charter of the United Nations and the Universal Declaration of Human Rights and incompatible with membership of the United Nations; (4) note with grave concern that these policies had led to international friction and that their maintenance endangered international peace and security; (5) draw the attention of the Security Council to Article 6 of the Charter, for an early discussion of the continued membership of the Republic of South Africa in the United Nations; (6) solemnly recommend to all States to consider taking the following steps: (*a*) to break off diplomatic relations with the Government of the Republic of South Africa, or to refrain from establishing such relations; (*b*) to close the ports of each State to all vessels flying the South African flag; (*c*) to enact legislation prohibiting the ships of each State from entering South African ports; (*d*) to boycott all South African goods and to refrain from exporting goods to South Africa; (*e*) to refuse landing and passage facilities to all aircraft belonging to the Government and companies registered under the laws of the Republic of South Africa; (7) draw the attention of the Security Council to those recommendations in accordance with Article 11, paragraph 2, of the Charter.

The sponsors of the draft resolution and many other delegations, including those of the socialist countries, expressed the view that the time had come for the United Nations to take resolute and strong action to induce the Government of the Republic of South Africa to abandon its *apartheid* policies. They said that the language of persuasion had proved unavailing and that perhaps the language of diplomatic and economic coercion would be more understandable to the South African Government.

Many delegations, while reiterating their opposition to policies of *apartheid*, expressed misgivings in regard to the paragraphs contemplating the expulsion of South Africa from the United Nations and the application of sanctions. It was their opinion that these measures might lead to a worsening of the situation in South Africa. The expulsion of South Africa from the United Nations was likely only to confirm the Government in its determination to continue its policies and discourage liberal opinion in the country. Moreover, Chapter VII of the Charter envisaged the application of sanctions only in circumstances constituting a far more immediate threat to international peace and security than the situation under consideration. The best course was still to attempt to mobilize world public opinion against *apartheid* and to plead with South Africa to mend its ways. They also expressed the apprehension that an incomplete boycott might not produce the desired effect and might in fact damage the prestige of the United Nations. The representative of the United Kingdom added a further consideration which particularly affected his Government's views regarding the application of sanctions; its administration of Basutoland, Bechuanaland and Swaziland with an African population of more than one and a quarter million, depended upon the maintenance of diplomatic relations between the United Kingdom and South Africa. The peoples of those territories would be affected by the curtailment of trade between South Africa and the outside world. The representative of Mexico stated that although the Charter did not prohibit the General Assembly from calling the attention of the Security Council to a situation which might demand the expulsion of a Member from the United Nations, the normal procedure was that the initiative and the recommendation should come from the Security Council itself. Moreover, he added, the measures which the draft resolution proposed were in principle those set forth in Article 41 of the Charter and therefore came within the competence of the Security Council acting in respect of Chapter VII of the Charter.

On 31 October 1961, a second joint draft resolution was submitted by Afghanistan, Ceylon, the Federation of Malaya, India and Venezuela, subsequently joined by Denmark, Norway and Togo. Under the operative part of this draft resolution the Assembly would (1) deplore that the Government of the Republic of South Africa had failed to comply with the repeated requests and demands of the General Assembly and with the resolution of the Security Council and had flouted world public opinion by refusing to reconsider or revise its racial policies or to observe its obligations under the Charter; (2) strongly deprecate the South African Government's continued and total disregard of its Charter obligations and its determined aggravation of racial issues by ever-increasing discriminatory laws and measures and their ruthless enforcement, accompanied by violence and bloodshed; (3) condemn policies based on racial superiority as reprehensible and repugnant to human dignity; (4) urge all States to take such separate and collective action as was open to them in conformity with the Charter of the United Nations, to bring about an abandonment of those policies; (5) reaffirm that the racial policies pursued by the Government of South Africa were a flagrant violation of the United Nations Charter and the Universal Declaration of Human Rights and totally inconsistent with South Africa's obligations as a Member State; (6) reaffirm with grave concern and deep anxiety that those policies had led to international friction and that their continuation endangered international peace and security; (7) remind the Government of the Republic of South Africa of the requirement of Article 2, paragraph 2, of the Charter that all Members should fulfil in good faith the obligations assumed by them under the Charter; and (8) once again call upon the Government of the Republic of South Africa to change its policies and conduct so as to conform to its obligations imposed by the Charter.

This draft resolution was, the sponsors maintained, more realistic than the thirty-one-Power draft and more in conformity with the Charter and the traditions of the United Nations. A number of other delegations also took this view.

On 10 November, Ethiopia submitted an amendment to the eight-Power draft resolution proposing the insertion of a new paragraph calling the attention of the Security Council to Article 11, paragraph 3, of the Charter and requesting it to consider what measures should be taken against the Republic of South Africa for its persistent violations of the Charter of the United Nations.

On 10 November, the USSR submitted an amendment to the eight-Power draft resolution proposing the insertion of a new paragraph under which the Assembly would further call upon all States to deny to the Government of the Republic of South Africa any support and assistance, including assistance in the form of arms and war material, which might be used for the purpose of intensifying the violence against the indigenous population of South Africa and causing further bloodshed.

On 13 November, Pakistan submitted an amendment to the eight-Power draft resolution for the insertion of a new paragraph calling upon all Member States to refrain from exporting petroleum to South Africa. Pakistan earlier in the debate had suggested that instead of sanctions involving shipping, air services and trade of every kind, which would cause widespread distress to black and white South Africans alike, sanctions should concentrate on a single vital commodity. He drew the Committee's attention to paragraph 4 of the resolution adopted by the Second Conference of Independent African States in Addis Ababa concerning the denial of oil to South Africa. The effect of such a denial would be swift and decisive. The Pakistan amendment, he pointed out, was prompted by those considerations.

The thirty-one-Power draft resolution was approved by the Committee on 13 November by a roll-call vote of 55 to 26, with 20 abstentions.

The eight-Power draft resolution, as amended by the incorporation of the Ethiopian, USSR and Pakistan amendments, was also approved on 13 November by a roll-call vote of 72 to 2, with 27 abstentions.

In its report, the Special Political Committee accordingly recommended to the General Assembly the adoption of both draft resolutions. When the two texts were put to the vote in the Assembly on 28 November 1961, a separate vote was requested on the three operative paragraphs of the thirty-one-Power draft resolution relating to the possible expulsion of the Republic of South Africa from the United Nations, recommending the application of specific measures against South Africa, and drawing the attention of the Security Council to the recommendations made in accordance with Article 11, paragraph 2, of the Charter. The paragraphs failed to obtain the required two-thirds majority and were therefore not adopted, the result of the roll-call vote being 48 in favour to 31 against, with 22 abstentions.

On behalf of the sponsors of the draft resolution, the representative of Ivory Coast requested that it be not voted upon further as they thought that with the deletion of those three paragraphs, the draft resolution became "non-existent".

The eight-Power draft resolution, as amended, was then put to the vote. Separate votes were requested on the operative paragraphs included in the draft as a result of the adoption of the Ethiopian, USSR and Pakistan amendments. The first part of the paragraph proposed by Ethiopia, consisting of the words "calls the attention of the Security Council to the provision of Article 11, paragraph 3, of the Charter" was further put to a separate vote and was adopted, but the second part of that paragraph failed to obtain the required two-thirds majority and was therefore not adopted. The paragraphs based on the USSR and Pakistan amendments were also not adopted, having failed to obtain the required two-thirds majority.

The remainder of the eight-Power draft resolution was adopted by a roll-call vote of 97 to 2, with 1 abstention, as resolution 1663 (XVI).

9. Treatment of people of Indian and Indo-Pakistan origin in the Republic of South Africa

On 19 July 1961, India asked that the question of the treatment of people of Indian and Indo-Pakistan origin in the Republic of South Africa be included in the agenda of the sixteenth session of the General Assembly. In an explanatory memorandum submitted on 31 July 1961, India stated that in accordance with the provisions of General Assembly resolution 1597 (XV), adopted on 14 April 1961, it had sent appropriate communications to the Government of the Republic of South Africa expressing its readiness to enter into negotiations, as urged by the General Assembly. The memorandum added that, although the South African Government had formally acknowledged one of India's communications, it had not indicated whether it was prepared to take steps to implement the Assembly's resolution. India was also not aware of any steps taken by any Member State to bring about negotiations in accordance with paragraph 5 of General Assembly resolution 1597 (XV).

On 20 July 1961, Pakistan requested inclusion of the same item. In the explanatory memorandum accompanying its request, Pakistan stated that on 20 June 1961 it had sent a communication to the Republic of South Africa expressing its readiness, in pursuance of paragraph 4 of resolution 1597 (XV), to enter into negotiations without prejudice to the position adopted by any of the parties concerned in regard to the question of "domestic jurisdiction" under Article 2, paragraph 7, of the Charter; but it had received no reply to its communication and could only conclude that there had been no change in the South African Government's attitude in refusing to enter into negotiations on the question. On the contrary, it had become apparent that the Republic of South Africa continued to impose disabilities on people of Indian and Indo-Pakistan origin with increasing ruthlessness and complete disregard of world opinion and of the many resolutions adopted by the United Nations. The mounting tension and the bitterness between the various racial groups in South

Africa, which was the consequence of the South African Government's policy of racial discrimination, was a continuing cause of international friction. In the circumstances, it was the responsibility of the General Assembly to deal with the question and take appropriate decisions.

On 25 September, the Assembly decided, on the recommendation of its General Committee, to include the item in its agenda and on 27 September referred it to the Special Political Committee, which considered it at four meetings held between 17 and 24 November 1961. The Republic of South Africa, having stated in the Assembly's General Committee that the discussion of the item would contravene the terms of Article 2, paragraph 7, of the United Nations Charter, did not participate in the subsequent discussion of the item.

During the debate, both India and Pakistan pointed out that over the years the people of Indian and Indo-Pakistan origin in South Africa had increasingly become the victims of discriminatory legislation and had been deprived of fundamental rights and freedoms.

The representative of India stated that the Capetown Agreement of 1927 had not been carried out. By that agreement, the South African Government had recognized that it was its duty to take all possible steps for the uplifting of every section of its permanent population and had acknowledged that in the provision of education and other facilities the considerable number of Indians who had remained part of its permanent population would not be allowed to lag behind other sections of the people. Contrary to the Agreement, however, the South African Government had continued unwaveringly to pursue its disastrous policy of *apartheid*, of which discrimination against people of Indian and Indo-Pakistan origin formed a part. On 1 August 1961, South Africa had even announced the appointment of a Minister for Indian Affairs, a step which meant that henceforth the doors of all ministries but that of Indian Affairs would be closed to the people of Indian and Indo-Pakistan origin and that they would be confronted with further restrictions in matters of employment and housing.

The representative of Pakistan stated that the people of Indian and Indo-Pakistan origin in South Africa were not only subject to the indignities and disabilities to which the black South Africans were subject, but that their lot was even worse. They had no right to vote, and enjoyed no representation in the local, provincial or central legislative and administrative bodies of the country, though they had to obey the laws and pay the taxes decided by those very bodies. They were subject to one other disability to which Bantus were not subject: they were prohibited from moving from one province to another. They could not even visit another province without a permit, which was not easily obtainable. The entire policy of the South African Government, Pakistan concluded, was designed to bring about hardship and humiliation to Pakistani and Indian settlers.

Several representatives stated that the question of the treatment of people of Indian and Indo-Pakistan origin was part of the problem of *apartheid* in the Republic of South Africa. Nigeria appealed to India and Pakistan to allow the question to be linked in future to that of *apartheid,* in order to expedite the Assembly's work and to bring a greater weight of opinion to bear upon the South African Government's malpractices. Guinea said that because the question was no more than one aspect of the policy of *apartheid*, the only genuine solution lay in the implementation of the resolutions adopted on that subject.

The representative of Poland stated that there could be no doubt that the South African Government's policies towards the people of Indian and Indo-Pakistan origin were based on economic motives. Similar policies had been followed by the Nazis towards the Jewish population in Germany and towards Poland during the Nazi occupation of that country. In pursuit of the interests of the white minority which ruled South Africa, the Government of that country was setting at naught earlier agreements protecting the rights of the population of Indian and Indo-Pakistan origin, and was instituting a ghetto régime instead. As a culmination of that policy it had even set up a Ministry for Indian Affairs which was nothing but a replica of Hitler's special bureau for the Jewish population.

On 16 November, Afghanistan, Ethiopia, Ghana, Indonesia, Iran, Iraq, Mexico, Norway, the Philippines, Poland, Sweden and Venezuela submitted a draft resolution. Ceylon, Liberia and Syria subsequently joined as co-sponsors. Under the terms of this draft resolution, the General Assembly would: (1) note that the Governments of India and Pakistan had reiterated their readiness once again to enter into negotiations with the Government of the Republic of South Africa; (2) note with deep regret that the Government of the Republic of South Africa had repeatedly ignored the resolutions of the General Assembly and had not replied to the communications of the Governments of India and Pakistan on the subject, and had not shown any disposition to arrive at a solution to the problem in conformity with the purposes and principles of the Charter of the United Nations, the Universal Declaration of Human Rights and the repeated recommendations of the General Assembly; (3) call upon the Government of the Republic of South Africa to enter into negotiations with the Governments of India and Pakistan; (4) invite Member States to use their good offices in such manner as might be appropriate to bring about the negotiations envisaged by the General Assembly in the matter; and (5) invite the parties concerned to report to the General Assembly, jointly or separately, regarding any progress which might be made.

A number of sponsors of the draft resolution, in urging its unanimous adoption, pointed out that it was a realistic and moderate draft and showed a conciliatory spirit, appealing to good faith and mutual understanding, and did not seek to censure or apply strictures. Some other representatives, however, among them those of the USSR, the United Arab Republic, the Mongolian People's Republic and Romania, while supporting the draft resolution, nevertheless felt that the Assembly should have taken more decisive and effective measures because the South African Government had consistently ignored its resolutions.

The representative of the United Kingdom thought that the sponsors of the draft resolution had taken the most suitable course. The United Kingdom, which, he said, had made its good offices available in accordance with operative paragraph 5 of resolution 1597 (XV), would be willing to continue to do so, under operative paragraph 4 of the present text.

The draft resolution was unanimously approved by the Committee. At a plenary meeting, on 28 November 1961, it was adopted unanimously by the General Assembly as resolution 1662 (XVI).

10. The Palestine question

On 20 March 1962 the representative of the Syrian Arab Republic requested that a meeting of the Security Council be convened, charging that acts of aggression committed by Israel on the Syrian frontier and in the demilitarized Zone, threatened the peace and security of the region. He referred to his letter dated 17 March 1962 containing charges of successive acts of aggression committed during the night of 16-17 March at various points in his country's territory.

On 21 March 1962 the representative of Israel presented charges of a recurrence of acts of aggression and provocation by Syrian armed forces against citizens and territory of Israel following the previous aggressive actions alleged in his letter of 19 March, and requested an early meeting of the Council. In a further letter dated 22 March, he forwarded additional charges of a similar character.

The Security Council considered the two complaints at eight meetings on 28 March, 3, 5, 6 and 9 April. The representatives of Israel and Syria took part in the discussion.

REPORT OF THE CHIEF OF STAFF

In a report circulated on 26 March the Chief of Staff of the United Nations Truce Supervision Organization reviewed the recent dangerous developments in the Lake Tiberias area as follows: (1) The events which led up to the fighting in the Lake Tiberias area during the night of 16-17 March 1962; (2) the fighting itself; (3) the cease-fire which was arranged with both sides; and (4) subsequent developments. With a view to alleviating the situation in the area, the Chief of Staff had attempted to obtain the agreement of the two parties to a number of practical measures. On 20 March he had announced the Syrian decision to co-operate with UNTSO in setting up within a few days an additional United Nations Observation Post in the vicinity of El-Koursi. During his conversation with the Foreign Minister of Israel he had mentioned two other proposals to help relieve tension. One concerned the proposal made in 1956 by the late Secretary-General concerning a special United Nations boat on Lake Tiberias, which Israel had not accepted, though it had later co-operated in the establishment of United Nations Observation Posts on Israel territory—a proposal it had also rejected in 1956. The suggestion of a special United Nations boat, he was given to understand, would still meet with strong objections. The second proposal made to the two parties concerned visits by United Nations Military Observers to the Demilitarized Zone and to the so-called "defensive areas". The Chief of Staff concluded that the two parties to the General Armistice Agreement should co-operate with the United Nations Military Observers, who should enjoy the freedom of movement necessary for the fulfilment of their mission. In an addendum dated 27 March the Chief of Staff stated that as both parties had agreed in principle to his second proposal he had instructed the Chairman of the MAC to complete without delay the necessary arrangements for visits to the three sectors of the Demilitarized Zone, such visits to be followed immediately by simultaneous visits to the Israel and Syrian "defensive areas".

The representative of the Syrian Arab Republic, referring to the Israel attack of 16-17 March, said that the attack was an exact repetition of all the cases of aggression committed by Israel since it had occupied the territory of Palestine, in respect of which the Council had, on numerous occasions, severely censured it. He charged that the constant attacks on Syrian territory by the Israel forces arose not from a difference as to fishing rights in the waters of Lake Tiberias, but rather from an intention to occupy the eastern coast of the lake. It was part and parcel of the general plan flowing from the very definition of Israel—a State whose frontiers were to extend from the Nile to the Euphrates after the Israelis had driven out the inhabitants of those lands. He demanded that the Council condemn Israel again for the aggression it had committed from 16 to 19 March 1962 by sending armed forces into Syrian territory, killing and sacking, despite the existence of an Armistice Agreement.

The representative of Israel stated that Lake Tiberias in its entirety formed part of Israel territory and that Syrian territory at no point touched the shore of the lake. In spite of this, Syrian armed forces had constantly tried to establish *de facto* control over the north-eastern corner of the lake. Turning to the incidents of 16 and 17 March, he said that the objective of the Israel action had been a Syrian military position encroaching on the Demilitarized Zone, outside the Syrian frontier, where its very existence constituted a flagrant violation of the Armistice Agreement. That position, which had been involved in the attacks on Israel vessels on the lake, had been occupied and destroyed.

At the suggestion of the representative of the United States, the Council agreed to request the Chief of Staff of UNTSO to come to New York in order to be available for consultations.

On 3 April, the Acting Secretary-General informed the Council that the Chief of Staff had arrived and had made himself available to delegations wishing to see him. He further stated that while the Chief of Staff was there to provide the Council with all relevant information available to him, he would not undertake to advise the Council on the conclusions to be reached; he properly saw it as the function of the Chief of Staff to present facts and not judgements.

On 3 April the representative of Syria submitted a draft resolution the operative part of which provided that the Council would: (1) condemn Israel for the wanton attack carried out against Syrian territory on the night of 16-17 March 1962, in violation of its resolution of 15 July 1948, of the terms of the General Armistice Agreement between Syria and Israel and of Israel's obligations under the Charter; (2) warn Israel of the Security Council's resolve to call for appropriate sanctions against Israel, should it resort once more to such aggressive acts; (3) invite Israel to comply with its obligations under the Charter and the General Armistice Agreement, and, in particular, to accept the proposal of the Chief of Staff of the UNTSO, contained in paragraph 41 of his report, to help strengthen the armistice machinery and thus relieve tension in the area; (4) request the Secretary-General of the United

Nations to render to the Security Council progress reports on the implementation of the resolution.

On the following day the representative of Israel submitted a draft resolution, the operative part of which provided that the Council would: (1) express its grave concern at the attacks by Syrian armed forces against citizens and territory of Israel, referred to in the letters from the Permanent Representative of Israel to the President of the Security Council dated 19, 21, and 22 March 1962; (2) call upon Syria to abide fully by all the provisions of the General Armistice Agreement (including article 1 thereof) and, in particular, to prevent all illegal crossing from Syrian territory, to cease all interference with Israel activities on the lake, and to desist from firing into Israel territory; (3) find that the policy of active hostility of Syria against Israel, as proclaimed in official statements of its representatives and in particular their constant threats against the territorial integrity and political independence of Israel, violated the letter and the spirit of the Charter of the United Nations, the Israel-Syrian General Armistice Agreement, and the resolutions of the Security Council and the General Assembly; (4) call upon Syria to refrain from any threats against the territorial integrity or political independence of Israel.

On 4 April, the replies of the Chief of Staff to questions raised by the representatives of Syria, the United Arab Republic, Ghana and the United States at the previous meeting were distributed and annexed to the official records of the Council.

At the suggestion of the representative of the United Arab Republic, a number of corrections were made in the Syrian draft resolution, and the same representative formally requested, under rule 38 of the rules of procedure of the Council, that it be put to the vote at the appropriate time.

On 6 April, the representatives of the United Kingdom and the United States of America submitted a draft resolution, the operative part of which provided that the Council would: (1) deplore the hostile exchanges between Syria and Israel starting on 8 March 1962, and call upon the two Governments concerned to comply with their obligations under Article 2, paragraph 4, of the Charter by refraining from the threat as well as the use of force; (2) reaffirm its resolution of 19 January 1956 which condemned Israel military action in breach of the General Armistice Agreement, whether or not undertaken by way of retaliation; (3) determine that the Israel attack of 16-17 March 1962 constituted a flagrant violation of that resolution and call upon Israel scrupulously to refrain from such action in the future; (4) endorse the measures recommended by the Chief of Staff for the strengthening of the Truce Supervision Organization in its tasks of maintaining and restoring the peace and of detecting and deterring future incidents, and call upon the Israel and Syrian authorities to assist the Chief of Staff in their early implementation; (5) call upon both parties to abide scrupulously by the cease-fire arranged by the Chief of Staff on 17 March 1962; (6) call for strict observance of article 5 of the General Armistice Agreement, which provided for the exclusion of armed forces from the Demilitarized Zone, and annex 4 of that Agreement, which set limits on forces in the defensive area, and call upon the Governments of Israel and Syria to co-operate with the Chief of Staff in eliminating any violations thereof; (7) call upon the two Governments to co-operate with the Chief of Staff in carrying out his responsibilities under the General Armistice Agreement and the pertinent resolutions of the Security Council and urge that all steps necessary for reactivating the Mixed Armistice Commission and for making full use of the Mixed Armistice machinery be promptly taken; (8) request the Chief of Staff to report as appropriate concerning the situation.

During the debate in the Council, the majority of speakers, while endorsing the various measures suggested by the Chief of Staff for strengthening the UNTSO machinery, deplored the retaliatory action undertaken by Israel and urged both parties to the dispute to settle their differences through the Mixed Armistice Commission. The representatives of the USSR and Romania supported the Syrian demand for condemnation of Israel for the further acts of aggression which it had committed against Syria. The representative of the United Arab Republic declared that Israed stood morally condemned, since the supervision machinery of the Armistice Agreement was not able to function properly due to Israel's refusal to participate in deliberations of the Mixed Armistice Commission.

On 9 April, the President stated that as the representatives of Syria and the United Arab Republic had agreed not to press the Syrian draft resolution to a vote, the Council would have to consider only the United States-United Kingdom draft resolution. That draft was adopted by 10 votes to none, with one abstention (France).

COMMUNICATIONS TO THE SECURITY COUNCIL

On 23 June 1961, the representative of Israel complained to the Security Council that during the preceding few days a series of aggressive actions by Syrian armed forces of the United Arab Republic had been directed against civilians employed in peaceful work in Israel.

On 2 March 1962, the representative of the Syrian Arab Republic complained to the Security Council that the Israel authorities persisted in carrying out works in preparation for pumping the waters of Lake Tiberias through channels which would carry them to the region of the Negev. In a reply dated 16 March, the representative of Israel stated that the Syrian contentions were baseless, charging that they had been advanced only for reasons of political expediency and constituted a propaganda exercise in the context of inter-Arab rivalries.

REPORT OF THE CONCILIATION COMMISSION FOR PALESTINE

On 23 October 1961, the United Nations Conciliation Commission for Palestine submitted its nineteenth progress report to the General Assembly for the period from 12 November 1960 to 13 October 1961. The Commission stated that following the adoption of General Assembly resolution 1604 (XV) it had decided in August to appoint Dr. Joseph E. Johnson as its special representative to undertake a visit to the Middle East to explore with the host Governments and with Israel practical means of seeking progress on the Palestine Arab refugee problem pursuant to resolution 1604 (XV) of the General Assembly. The special representative had informed the Commission that high officials of the host countries and of Israel had expressed the view that it might be possible to take practical steps with regard to the refugee problem without prejudice to the positions of the Governments on other aspects of the Palestine question. The Commission also reported that the work of identification and valuation of Arab refugees' immovable property holdings in Israel was nearing completion, and it considered that the methods and techniques evolved in the programme were valid and that the estimates should serve as a fundamental basis for any compensation arrangement. Concerning the release of Arab refugees' bank accounts and safe deposits blocked in Israel, the Commission had been informed on 7 November 1960, that the Government of Israel and Barclays Bank had concluded an agreement whereby the Bank undertook to deal with claims to these accounts by procedures similar to those employed in previous release operations.

On 22 November the report of the special representative was issued as an addendum to the Commission's report. After reviewing his mission, the special representative stated that the willingness expressed by the parties to consider a step-by-step process without prejudice to positions on other related issues had led him to believe that it would be worth while to continue the effort which the Commission had begun.

11. Assistance to Palestine refugees

(*a*) REPORT OF THE DIRECTOR OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

In his annual report to the General Assembly at its sixteenth session, the Director of UNRWA stated that of the more than one million refugees now registered with the Agency, approximately half were adults and half were children under eighteen. Of the 500,000 adults dependent on UNRWA, three out of five had matured as refugees. In general, these adults were more literate than their parents, but less able to make a living because most of them had not had an opportunity to learn a technical skill.

The Director pointed out that a factor which had operated to keep refugees, both young and old, idle in camps and villages had been the relatively low rate at which new jobs had been created in the Middle East during the previous thirteen years.

Closely related to the rate of job creation in the past and largely determining the rate for the future was the question of the ratio between resources and population. In terms of known resources which could be readily developed, the host countries had definite limitations. For that reason, in considering projects for refugee settlement within those countries, responsible persons must consider first the capacity of the countries to absorb their own population increase.

The Director noted further that political forces had played a significant role in perpetuating the problem of the Palestine refugees, whose political attitudes and activities had simply reflected and underlined the basic feelings of the Arab peoples. For thirteen years the lot of the Palestine refugees had been one of frustration, uncertainty, disappointment and hardship. Hence they still demanded the right of a choice between repatriation and compensation held out to them by the United Nations under General Assembly resolution 194 (III), paragraph 11, a right which had never been implemented.

The Director stated that the three-year programme of the Agency for improvement of general education and expansion of vocational training, university scholarships and individual assistance, was moving ahead about on schedule. Basic relief and education services were being maintained as planned; there had been small improvements in education and some increases in university scholarships; and plans were being made for a small loan-grant programme.

The problem of financing the programme for the future remained serious, however. Almost no additional funds had become available through regular contributions in 1961 for the increased cost of relief or for improvements and expansion of basic education. These $4.4 million extra-budgetary funds received up to 30 June had been used for expansion of vocational training, but of the $16.2 million estimated for the three-year programme, $11.8 million would still be needed in 1962 and 1963 if the Agency were to continue its established relief and education programmes and complete its three-year programme.

Relationships between UNRWA and the host Governments had been good. The financial burden borne by the host Governments on behalf of the refugees was material, aggregating in excess of $5 million for the year. In general, the host countries and Governments showed understanding of the refugees and sympathy for their needs.

In the interest of international peace and security, it was important that an equitable solution to the problem of the Palestine refugees be found as soon as possible. At the same time, both the history and the present status of the problem bore evidence that a solution in the immediate future might not prove possible. Hence for some time to come, there might well be no practical alternative to continuing to provide relief services to refugees in need, and educational services for refugee children and young adults.

(*b*) CONSIDERATION BY THE GENERAL ASSEMBLY

On 27 September 1961, the General Assembly referred the question of aid to Palestine refugees to the Special Political Committee, which considered it during 19 meetings held between 4 and 19 December. In presenting his report the Director recalled that at the fifteenth session he had set forth a five-point programme designed to combat the deadening effect exercised by refugee life on youth, which it was proposed that the Agency would carry out during the remaining three years of its mandate, ending on 30 June 1963.

This three-year programme was not intended to be a solution for the Palestine refugee problem; rather was it based on the humanitarian principle that young refugees should be given an opportunity to put their talents to use. Furthermore a continuation after 1963, through some United Nations medium, of the services currently provided by the Agency would be essential to the preservation of stability and peace in the Middle East, pending a satisfactory solution of the Palestine refugee problem.

The representatives of the Arab states maintained that it was for the United Nations, which had been instrumental in creating the plight of the Palestinian people, to find the means to ensure that full effect was given to its resolution on the repatriation of the refugees. First, it should see that the machinery set up for application of paragraph 11 of resolution 194 (III) was suitable, impartial and effective; secondly, it should establish provisional machinery to ensure the welfare of the refugees and to safeguard their property rights. The Arab representatives made it clear that they disagreed with the views which the Special Representative had expressed in his report because the instructions given him by the Conciliation Commission were not consistent with General Assembly resolutions, particularly resolution 1456 (XIV) and 1604 (XV). The Special Representative's instructions should have been essentially to begin negotiations with the Israel authorities, who were responsible for the implementation of operative paragraph 11 of resolution 194 (III). The main failure of the Conciliation Commission was that it had misinterpreted paragraph 11 of resolution 194 (III). On the question of negotiations between the Arab States and Israel, the Arab representatives took the position that negotiations on the rights of the people of Palestine could be entered into only by the Palestine Arabs themselves. The Arab representatives advocated the adoption of the following preliminary steps towards a final settlement: first, the appointment of a custodian or administrator for the property of the refugees; secondly, reconsideration of the principles underlying the existence of the Conciliation Commission, which might include discussion of the possibility of either maintaining or abolishing the Commission, enlarging it or replacing its present members by others who were not committed to the cause of Israel; finally, consideration of measures to be applied against the Government of Israel if it persisted in its refusal to allow the decisions of the United Nations to be carried out.

The representative of Israel declared that a peace treaty could be signed between Israel and its Arab neighbours to allay Arab fears, and define the political frontiers between them; a non-aggression pact could be signed; disarmament arrangements, with mutual inspection and control, could be entered into; the borders could be guaranteed by the United Nations or the great Powers. The Arab States had rejected all those proposals, plainly because it was not Israel which wanted to occupy Arab territory, but the Arab States which wanted to occupy Israel. While it had willingly co-operated with the Special Representative of the Conciliation Commission, the Israel Government nevertheless had some reservations regarding that Commission's report. Israel continued to believe in negotiations between the Arab States and Israel, with or without the help of the Conciliation Commission. The changes proposed in the composition of that Commission could serve no useful purpose so long as the desire for conciliation was absent on the part of the Arab States. No United Nations resolution demanded the immediate, total and unconditional repatriation of refugees into Israel. On the other hand, several resolutions by the General Assembly called for negotiations on the peaceful settlement of all outstanding questions between Israel and the Arab States. Israel believed that the future of the Arab refugees lay in their resettlement in the Arab countries and was ready to pay compensation for property abandoned by the refugees, even before a general peace settlement was concluded, provided that the funds made available were used for the general settlement of the dispute. Israel would, however, also demand compensation for property of its citizens confiscated by the Arab Governments.

The representative of the United States firmly supported the provisions for repatriation, resettlement and compensation in operative paragraph 11 of resolution 194 (III), and hoped that they would be implemented before long. His delegation had welcomed the new attempt to settle the refugee situation by the appointment by the Conciliation Commission of a Special Representative to undertake an exploratory mission with the Governments concerned. The United States delegation would oppose any proposals or action that might prejudice the results of that initiative. A number of other Western representatives also welcomed the appointment of a Special Representative.

Some representatives of the socialist countries considered it obvious that the solution lay in carrying out the Assembly's resolutions, particularly resolution 194 (III), which offered the refugees a choice between repatriation and compensation. Everything indicated that the Conciliation Commission, which had never come forward with a practical proposal of any kind, was bent on confining its attention to purely secondary matters. The lack of progress towards a settlement of the dispute was primarily due to political factors and, in particular, to the stubborn refusal of the Government of Israel to comply with the General Assembly's resolution.

The representative of France was in favour of proposals aimed at providing continued support for the refugees, keeping open the possibilities of conciliation by inviting the Commission to continue its work, and obtaining the active co-operation with the Commission of the parties to the dispute. The representative of Pakistan suggested that if there was any doubt about the property rights of refugees, the question could be referred to the International Court of Justice for an advisory opinion.

Several representatives from African and Asian States considered that the membership of the Conciliation Commission should be reconstituted to enable it to carry out its tasks more effectively.

The representative of Cyprus, supported by the representative of New Zealand, repeated a suggestion made by their delegations and others at previous sessions that Israel should take a first step by repatriating a token number of refugees and paying compensation to an equal number of refugees opting for resetttlement in the Arab countries.

On 12 December, two draft resolutions were circulated to the members of the Committee. Under the first draft resolution submitted by the United States, the General Assembly would take note of the efforts of the Conciliation Commission for Palestine pursuant to the request contained in General Assembly resolutions 1456 (XIV) and 1604 (XV), to secure the implementation of paragraph 11 of resolution 194 (III); and request the Commission to intensify its efforts for the implementation of paragraph 11 of resolution 194 (III) and urge the Arab host Governments and Israel to co-operate with the Commission in that regard; further request it to intensify its work on the identification and evaluation of Arab refugees' immovable properties in Palestine as of 15 May 1948, and to make every effort to complete that work by 1 September 1962; request the Secretary-General to make available to the Commission such additional staff and administrative facilities as might be required; direct attention to the precarious financial position of the Agency and urge non-contributing Governments to contribute and contributing Governments to consider increasing their contributions, so that it could carry out its essential programmes; express its thanks to the Director and the staff of the Agency for their continued faithful efforts to provide essential services for the Palestine refugees, and to the specialized agencies and private organizations for their valuable work in assisting the refugees.

The second draft resolution was submitted by the Central African Republic, Chile, Congo (Brazzaville), Costa Rica, El Salvador, Guatemala, Haiti, Ivory Coast, Liberia, Madagascar, Netherlands, Sierra Leone, Togo, Upper Volta and Uruguay. Under its terms the General Assembly would renew its appeal to the Governments concerned to undertake direct negotiation—with the assistance of the Conciliation Commission for Palestine, if they so desired, with a view to finding a solution, acceptable to all parties concerned, for all the questions in dispute between them, including the question of the Arab refugees.

On 15 December two amendments to the United States draft resolution were submitted by Afghanistan, Indonesia and Pakistan. Under them the Assembly would decide that the Conciliation Commission should be composed of five members and request the President of the General Assembly to present, before the end of the sixteenth session a proposal concerning the new composition of the Commission; and would request the reconstituted Conciliation Commission to take measures for the protection of the rights, property and interests of the Palestine Arab refugees.

On 18 December, the representative of Senegal proposed the adjournment of consideration of the item until the resumed sixteenth session. The Committee rejected the proposal by a vote of 60 to 1, with 10 abstentions.

On 19 December, a revised seventeen-Power draft resolution was circulated. The names of Gabon and Niger were added to the list of sponsors of the original draft resolution. In the fourth preambular paragraph, the words "and in particular General Assembly resolution 194 (III)" were inserted after the words "and the Security Council". In the last sentence of the operative paragraph, the work "including" was replaced by the word "particularly".

Also on 19 December, the Committee proceeded to vote on the draft resolution submitted by the United States and the amendments to it submitted by Afghanistan, Indonesia and Pakistan. Following the approval of the two amendments, the draft resolution as a whole, as amended, was approved by a roll-call vote of 74 to 1, with 23 abstentions.

The seventeen-Power draft resolution was rejected by a roll-call vote of 44 to 34 with 20 abstentions.

At a plenary meeting on 20 December, the General Assembly voted on the draft resolution recommended by the Special Political Committee. The two operative paragraphs, which had originally been amendments in the Committee were voted on separately and were rejected as they did not obtain the required two-thirds majority. The vote by roll-call on the first was 44 in favour, 29 against and 25 abstentions, and on the second 40 in favour, 37 against and 21 abstentions. The draft resolution as a whole, as amended, was then adopted by a roll-call vote of 62 in favour, none aginst, and 37 abstentions (resolution 1725 (XVI)).

(c) ACTIVITIES OF THE UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN THE NEAR EAST

The United Nations Relief and Works Agency continued successfully to implement the three-year programme approved by the General Assembly at its fourteenth session.

The expanded programme of vocational training, reached significant proportions. In September 1961 the Damascus Vocational Training Centre and the extension to the Wadi Seer Centre were opened. Three further training centres, one near Beirut, Lebanon, one at Homs, Syria, and one at Ramallah, Jordan, are to be completed in 1962, and also extensions to the training centres at Damascus and Gaza.

The Agency's regular educational programme was fully maintained. 139,810 pupils received education in 398 UNRWA elementary and preparatory schools, while a further 59,643 pupils were assisted by UNRWA to attend other schools. Various measures continued to be taken to raise the standard of teaching.

The number of refugees registered with UNRWA continued to rise owing to the excess of births over reported deaths: the total on 1 May 1962 was 1,169,879 (of whom 877,494 were registered for rations), an increase over the previous year of 22,724 in registrations and of 8,719 in registrations for rations. These figures are known to include a substantial number of false registrations, and efforts have continued to be made by UNRWA, in co-operation with the host Governments, to correct the ration rolls so that relief goes only to those entitled to it. Some progress was made particularly in the elimination of the names of dead persons from the rolls. The number of refugees accommodated in official camps also continued to rise, reaching a total of 456,600 on 1 May 1962—an increase of 16,189 during the year.

The composition of the basic food ration remained unchanged, and the milk and supplementary feeding programme, which is aimed at protecting the health of the more vulnerable groups (children, pregnant women, tuberculosis patients), was maintained with only minor modifications. No major epidemics occurred among the refugee population, whose health and nutritional state may be considered to have been satisfactory. Severe drought continued to necessitate the provision in certain areas of special facilities to ensure an adequate water supply.

Financial situation

During 1961, UNRWA expended or committed some $39 million (exclusive of expenditure against 1960 budgetary commitments), of which $26.2 million pertained to existing relief programmes (feeding, health and shelter) and $12.8 million to education, of which $3.8 million was for the Agency's three-year programme of expansion of vocational training and individual assistance.

Income during 1961 for the existing programme included $33.5 million in pledges from Governments and $1.6 million in other contributions and income, or $35.1 million in all, compared with $35.2 million in related expenditure and commitments. In addition, a further $2 million was received or pledged from World Refugee

Year and other sources for the three-year expansion programme, bringing total income received or pledged for this purpose to over $4.4 million. Of this amount some $4.2 million has already been expended or committed.

Personnel

On 31 December 1961 UNRWA employed 11,459 area staff and 164 international staff; the latter figure includes seconded and loaned personnel. These figures represent an over-all increase of about 5.5 per cent compared with last year which is owing mainly to the expansion of the vocational training programme.

12. The question of Algeria

By a letter dated 11 August 1961, thirty-one Member States requested the inclusion in the agenda of the sixteenth session of the General Assembly of the item entitled "Question of Algeria." In an accompanying explanatory memorandum, the co-signatories, after reviewing the history of the question before the Assembly and recalling resolution 1573 (XV), declared that the situation in Algeria continued to cause deep concern and constituted a threat to the peace of the world.

On 21 September 1961, the General Committee decided without vote to recommend the inclusion of the item in the Assembly's agenda. The representative of France said that discussion of the question would be incompatible with the Charter, adding that France had spared no efforts to find a peaceful, democratic and just solution to the Algerian problem and that a debate in the General Assembly on the item would only further inflame passions. He indicated that his delegation would not participate in any such debate and would consider any resolutions adopted to be invalid.

On 25 September, the General Assembly decided to place the item on its agenda and subsequently allocated it to the First Committee. The Committee placed the question fifth in the order of discussion, but on 30 November, at the request of the representative of Libya, deferred its discussion until 14 December in order not to disturb the cease-fire talks then in progress. The item was considered at nine meetings held between 14 and 19 December 1961.

Opening the debate, the representative of Pakistan expressed admiration for those who were engaged in the struggle waged by, and on behalf of, the Algerian people, as well as his Government's appreciation for the skill, the perseverence and the steadfastness with which President de Gaulle was seeking to solve the problem. Noting that important results had already been achieved, he pointed out that the only real obstacle standing in the way of a solution of the problem appeared to be the protection of the rights of the European minority, and expressed the hope that negotiations between the parties directly concerned would be resumed as soon as possible.

On 15 December a joint draft resolution was submitted by Afghanistan, Burma, Cambodia, Ceylon, the Congo (Leopoldville), Cyprus, Ethiopia, the Federation of Malaya, Ghana, Guinea, India, Indonesia, Iraq, Jordan, Lebanon, Liberia, Libya, Mali, Morocco, Nepal, Nigeria, Pakistan, Saudi Arabia, Sierra Leone, Somalia, the Sudan, Syria, Tanganyika, Tunisia, the United Arab Republic and Yemen. Subsequently, Senegal, the Upper Volta and Mauritania added their names to the list of co-sponsors. Under its terms the General Assembly would call upon the two parties to resume negotiations with a view to implementing the right of the Algerian people to self-determination and independence respecting the unity and territorial integrity of Algeria.

In the course of the debate, the co-sponsors of the draft resolution described the evolution of the question of Algeria since it had first been submitted to the United Nations, and expressed their belief that the chances for a settlement had improved. They stressed that the draft resolution contained nothing controversial and expressed the hope that it would be adopted unanimously.

The representative of the USSR and most of the representatives of socialist countries condemned the Algerian war. They stressed that in continuing that war, waged in support of the interest of French monopolies, the French Government was flouting the will of the peoples of the world as expressed in General Assembly resolution 1514 (XV) on the Declaration on the granting of independence to colonial countries and peoples and resolution 1573 (XV), in which the right of the Algerian people to self-determination and independence had been recognized. The purpose of the war, they said, was to break the resistance of the Algerians so that the French could impose a settlement under which domination and exploitation could continue along the classic colonial lines and specifically in the fields of oil and gas exploitation and nuclear testing. They also asserted that such a war would not be feasible without the strong support of the members of NATO and especially of the United States, which had a direct financial interest in Saharan oil. They also condemned partition as a solution to the problem.

Other members, including some Arab and African representatives, described the situation in Algeria as a colonialist war. While stressing their adherence to the principle of self-determination, some African representatives also expressed their strong desire to see Africa rid itself of outside domination, adding that their attitude was not only a matter of principle but also a question of self-protection against abuses such as the practice of nuclear testing on African soil.

Various representatives from French-speaking Africa, from Latin America and from Western Europe stressed the special character of the Algerian problem and welcomed the efforts made by President de Gaulle for a just and lasting solution. They regretted that the draft resolution failed to indicate the need for appropriate guarantees for the European minority in Algeria. The representative of the Ivory Coast declared that the Algerian question could not be regarded as a simple colonial issue and that those acting in good faith should be encouraged to decolonize not by vilification or demagogic outbursts but by constructive proposals which could accelerate the decolonialization process. The representative of Peru, while commending the sponsors of the draft for their efforts, suggested the deletion of any specific reference to resolution 1514 (XV) on colonialism and to the Provisional Government of the Algerian Republic. The representative of the United States also objected to the reference to an "Algerian

Government" which was not recognized by the majority of Member States; he felt that such a reference might infringe on the prerogatives and responsibilities of the negotiators on both sides.

Some of the co-sponsors, among them Morocco and Tunisia, emphasized that the reservations expressed by some Members, to the effect that the reference to resolution 1514 (XV) on colonialism was irrelevant since Algeria had not been a colony, were not well-founded. As for the guarantees which should, according to some speakers, be offered to the European minority, they considered that since the Algerian Provisional Government was offering full Algerian citizenship to those concerned, to ask more would be incompatible with the status of a sovereign State. Finally, the explicit mention of the Provisional Government of the Algerian Republic should not be prejudicial since precedents existed in other cases.

The thirty-four-Power draft resolution was put to the vote on 19 December 1961, and was approved by a roll-call vote of 61 to none, with 34 abstentions.

The General Assembly took up the question on 20 December 1961. The draft resolution recommended by the First Committee was adopted by a roll-call vote of 62 to none, with 38 abstentions, as resolution 1724 (XVI).

THE STATUS OF ALGERIANS IMPRISONED IN FRANCE

On 15 November 1961, the two items entitled "The situation with regard to the implementation of the Declaration on the granting of independence to colonial countries and peoples" and "Assistance to Africa" were discussed jointly in the General Assembly. During the debate, a draft resolution concerning "The Status of Algerians imprisoned in France" was submitted by thirty-six Member States. Under its terms the Assembly, concerned at the grave repercussions of the hunger strike by thousands of Algerians imprisoned in France, would appeal to France, in accordance with established international practice and humanitarian principles, to redress the legitimate grievances of the Algerian prisoners in recognizing their status as political prisoners with a view to making possible the immediate termination of the hunger strike.

The representative of France declared that the question raised had no relation to the item under discussion. The attempt to interrupt the debate then in progress could have been made only for propaganda purposes; it was justified neither by the rules of procedure nor by the practice of the General Assembly and, moreover, was not apt to contribute to the settlement of the Algerian question.

The representative of Libya stated that 14,000 Algerian political prisoners, having been denied their legitimate political status, had resorted to a hunger strike which had already lasted for a fortnigtht. Their lives were threatened and it was therefore the imperative duty of the United Nations to come to the aid of the Algerian prisoners, whose case involved humanitarian principles.

The representative of Morocco emphasized that the move represented a further appeal on the part of the General Assembly which would buttress the appeals made to the French Government by several Heads of State, including the King of Morocco and the President of Pakistan.

A motion that the general debate on the questions then under discussion be suspended and that the newly-submitted draft resolution be brought under immediate consideration was then presented by the representative of Pakistan and adopted by the General Assembly without further objections.

The representatives of Pakistan, Saudi Arabia, Indonesia, Upper Volta and Cameroon spoke in favour of the draft resolution. They denied that the step, prompted essentially by humanitarian considerations, could in any way be construed as a propaganda move. Most of them paid tribute to the liberal policies of General de Gaulle and expressed their conviction that such an appeal addressed to his Government would not be in vain.

Reservations were expressed by the representative of the United States, who stated that although it was most concerned that the Algerian prisoners should be treated according to the highest humanitarian standards, his delegation had doubts about the possible results of the proposed action and about the procedure being followed.

The draft resolution was then put to the vote by roll-call and adopted by 62 votes to none, with 31 abstentions, as resolution 1635 (XVI).

Following the vote, the representatives of the United Kingdom, Italy, Greece, Colombia, Israel and Venezuela explained their abstentions as resulting from doubts regarding the political relevance of the proposed move as well as the validity of the procedure followed in the matter.

13. Questions relating to relations between France and Tunisia

(a) COMPLAINT TO THE SECURITY COUNCIL DATED 20 JULY 1961

On 20 July 1961, Tunisia requested a meeting of the Security Council as a matter of extreme urgency for the purpose of considering "the complaint which Tunisia was making against France for acts of aggression infringing the sovereignty and security of Tunisia and threatening international peace and security".

In a further communication of the same date, Tunisia reiterated the request and submitted an explanatory memorandum which stated, *inter alia* that: "since the afternoon of 19 July, the town and the Governorate of Bizerta have been under attacks by the French navy and air force. Furthermore, 800 French paratroopers have been dropped over Bizerta, thus violating Tunisia's airspace despite the categorical prohibition of the Tunisian Government. Moreover, during the night of 19 to 20 July, French armoured units which had been inside the Bizerta base took up positions outside that base".

On 20 July 1961, the representative of France requested the circulation of the text of two notes, dated 18 and 20 July 1961 respectively, which had been delivered to the Office of the Secretary of State for Foreign Affairs of Tunisia. In the first note, the French Government noted that the measures announced by the President of the Republic of Tunisia were designed, not to restore normal conditions, but, on the contrary, to increase tension. Action of this nature would, moreover, serve only to delay conversations concerning the Bizerta base, which were provided for in the exchange of letters of 17 June 1958 and which the French Government still wished to see opened. In the second note, the French Government warned the Tunisian Government against the attempt it had announced to cripple the Bizerta base by means of popular demonstrations and force. At the same time it stated that it was compelled to take all necessary steps to ensure the inviolability of the installations and freedom of communication between them.

On 21 July, the Council included the Tunisian complaint in its agenda. The representative of Tunisia took part in the discussion.

Opening the debate, the representative of Tunisia stated that the Franco-Tunisian agreement concerning the evacuation of French troops from Tunisia, contained in the exchange of letters of 17 June 1958, stipulated without ambiguity that the French Government "does not intend to keep on Tunisian territory other armed forces than those that are there in accordance with negotiated agreements arrived at by the two States". In view of the violation of that formal agreement, his Government had prohibited the flight through Tunisian airspace in the Bizerta region and that of the south of the city of Gabes of any plane, civil or military. It had also announced that instructions had been given to shoot at any plane violating that prohibition. Since 19 July 1961, France had been committing armed, premeditated and continuous aggression against Tunisia, an independent and sovereign State, Member of the United Nations. Using its right of legitimate defence under Article 51 of the Charter, his country was fighting because it was forced to, and, no matter what sacrifices it might have to make, it would fight to banish forever from its territory the danger of aggression supported by foreign forces stationed on its territory. In conclusion, he stated that his country expected the Council, under the Charter, to do the following: first, to bring an immediate end to the aggression; secondly, to help Tunisia, if necessary, to repel it; thirdly, to help Tunisia, a Member of the United Nations, to remove from its territory, the permanent danger of aggression constituted by the presence of French troops on its territory against its will.

The representative of France stated that his Government was entitled to denounce the acts of aggression—wilful, premeditated and systematic aggression—of the Tunisian Government in Bizerta against the French Government. The legal basis for the French military presence in Bizerta lay in an exchange of letters between the French and Tunisian Governments which had taken place in July 1958, at the time of the evacuation of the French forces stationed throughout Tunisia. The evacuation of all forces outside Bizerta had been completed in October 1958. The French Government had taken the initiative in proposing to the Government of Tunisia that talks be held in connexion with the base. That invitation had been renewed repeatedly, and negotiations had taken place on many occasions. However, they had never been fruitful. His Government had solemnly warned the Tunisian Government against the action which it had deliberately undertaken, and for which it bore full and sole responsibility.

Several members of the Council, including Ceylon, the United States, Turkey, Liberia, urged an immediate cease-fire and a return of all forces to their previous positions. The representatives of the USSR and of the United Arab Republic called for an end of French military aggression, the immediate withdrawal of military forces from Bizerta and the liquidation of the French bases in Tunisia.

On 22 July 1961, the Secretary-General stated that in view of the obligations imposed under Article 99 of the Charter, he considered it his duty in the circumstances to make an urgent appeal to the Council to consider, without delay, taking an intermediary decision pending the further consideration of the item and conclusion of the debate. Such a decision should not prejudge the final outcome of the deliberations of the Council, as it should, in his view, only request of the two sides concerned an immediate cessation, through a cease-fire, of all hostile action. Naturally, this demand should be combined with a demand for an immediate return to the *status quo ante*, as otherwise the cease-fire would be likely to prove too unstable to satisfy the urgent needs of the moment.

Expressing support for the recommendation which had been made to the Council by the Secretary-General, the representative of Liberia submitted a draft resolution, which would: (1) call for an immediate cease-fire and a return of all armed forces to their original position; (2) decide to continue the debate.

In an explanation of vote, the representative of France stated that his delegation would not participate in the vote that was about to be taken, not pursuant to the provisions of Article 27, paragraph 3, of the Charter—because this decision was not being taken under Chapter VI and he would not abstain from other votes—but because France had asked for a cease-fire from the very outset. It would be paradoxical on France's part to exhort itself to carry out precisely the measures which it had been demanding unceasingly since 1 July.

At the same meeting, the Council adopted the draft resolution by 10 votes, with France not participating in the voting.

On the afternoon of 22 July 1961, discussion was resumed when the representative of France informed the Council that pursuant to the decision adopted by the Security Council, Admiral Amman, the French Commander at Bizerta, had received instructions to enter into immediate contact with the Tunisian authorities with a view to establishing a cease-fire as soon as possible and, in any event, prior to the early morning hours of 23 July, local time; and if the cease-fire was thus achieved, to organize a meeting for the following afternoon to begin discussions as to the modalities of a return to a normal situation.

The representatives of Liberia and the United Arab Republic submitted a draft resolution, which would: (1) call for an immediate cease-fire, and (2) further call for the immediate withdrawal of those French forces which had been introduced into the base at Bizerta, and for the return to their original position of those which had transgressed beyond the limits of that base, since 19 July 1961, (3) further call upon both parties to enter into immediate negotiations aimed at the speedy evacuation of the French forces from Tunisia.

The representatives of the United Kingdom and the United States submitted a draft resolution under which the Council would: (1) call upon the parties to effect an immediate cease-fire and a speedy return of all forces to their previous positions; (2) call upon all concerned to refrain from any action which might lead to a further deterioration of the situation; (3) urge the parties, in accordance with the Charter, to negotiate promptly a peaceful settlement of their differences; and (4) decide to keep the situation under urgent review in the interests of peace and security.

The draft resolution submitted by Liberia and the United Arab Republic was rejected by 4 votes to none, with 7 abstentions. The draft resolution submitted by the United Kingdom and the United States was rejected by 6 votes in favour, none against, with 5 abstentions.

The President, in summing up the debate, stated that almost all the members of the Council who had spoken after the vote had expressed regret that no new resolution had been adopted. The Chair, while sharing that regret, felt that although the Council had voted without adopting either of the draft resolutions, that did not mean that it had come to the end of the debate on the item; first, because the item was still on the agenda and was retained; and secondly, because it was very clearly stated in operative paragraph 2 of the interim draft resolution it had adopted earlier that the Council "decides to continue the debate". The Chair further undertook to maintain constant contact among the members of the Council on the matter, which was a serious threat to the peace and friendship of two peoples.

Further communications concerning the matter were addressed to the President of the Council by the representatives of France and Tunisia including an appeal from the President of Tunisia for a direct and personal exchange of views between him and the Secretary-General.

On 23 July, the Secretary-General stated that the request imposed upon him the clear duty to place himself at the disposal of the President of the Republic for a personal exchange of views, which he hoped might help to lead towards peace. He pointed out, however, that the problem was still before the Security Council, which had decided to continue its discussion of the matter, and that, that being so, the substance of the problem was outside his personal competence.

In an exchange of letters dated 25 and 26 July 1961 between the Secretary-General and the Minister for Foreign Affairs of France, the Secretary-General stated that he had received no reply concerning the interim resolution adopted by the Council. If he understood the French attitude rightly, its order for a cease-fire was not regarded by the French Government as having been taken in compliance with the Council's decision, but as an action indicated by the position already established by the French forces.

Upon his arrival in Tunis, the Secretary-General was informed by the Tunisian authorities of efforts to establish contact between Tunisian and French representatives with a view to enabling the resolution to be carried out. He noted that no such contact had yet been established at Bizerta, but that after contact had been made in the south of Tunisia at the initiative of the French, the Tunisian authorities had withdrawn their armed forces, as the resolution requested, to the positions they held before the crisis.

He considered it his duty to explore the possibilities of improving this disturbing situation by making an effort to establish immediately the necessary contact between the two parties, the basis for which must obviously be strict compliance with the terms of the resolution and respect for Tunisian sovereignty.

On 28 July, the representative of France informed the President of the Council that the cease-fire at Bizerta and in the Sahara had been established and was being observed. In those circumstances, the French delegation did not consider it necessary to associate itself with any discussions which might take place in the Security Council.

When the discussion of the question was resumed on 28 July by the Council, the representatives of Libya and Senegal were invited to participate in the deliberations of the Council.

Commenting on the Secretary-General's visit to Tunisia, the representative of Liberia requested that the Secretary-General be called upon to make a statement.

The Secretary-General stated that his acceptance of the invitation extended to him by President Bourguiba fell within the framework of the rights and obligations of the Secretary-General, as Article 99 of the Charter authorized him to draw to the attention of the Security Council what, in his view, might represent a threat to international peace and security, and as it was obvious that the duties flowing from that Article could not be fulfilled unless the Secretary-General, in case of need, was in a position to form a personal opinion about the relevant facts of the situation which might represent such a threat.

Without in any way assuming the role of mediator, but with a view to getting a better understanding of the difficulties with which efforts to establish a direct contact between the parties had met, he had taken the initiative of expressing to the French Government his hope that it would inform him about its views regarding the questions on which he had been informed of the Tunisian viewpoint.

As was well known, and as appeared also from his letter to the French Foreign Minister, the implementation of the Security Council resolution of 22 July remained so far incomplete. It was true that the cease-fire had been established, but that did not seem to have led to an immediate cessation of all actions which, under such a cease-fire should be ruled out; nor, as the Council knew, did it mean that the integral demand by the Council for a return of the armed forces to their original positions had been met.

In view of the need for co-ordination of steps to be taken from the two sides, various efforts had been made to establish contact between the two parties prior to the full implementation of the resolution. So far those efforts had not met with success. As stated to the parties, it seemed obvious to him from the resolution and from the general principles of the Charter that the objective of such a contact should be the co-ordination of steps needed for the implementation of the resolution, and that the choice of modalities should take into account the prevailing legal situation.

By personal observation he could confirm the fact of the presence in the city of Bizerta, and at a fairly considerable distance from Bizerta on the main road to

Tunis, of French military units at the time of his visit; in the city itself, he had observed a number of French tanks; the main part of the troops he had observed were French paratroopers. He could also confirm that these troops, at the time of the visit, had exercised functions for the maintenance of law and order in the city which normally belonged to organs of the sovereign Government.

In conclusion, the Secretary-General stated that it was not for him to pass any judgement on the situation either in terms of what it might involve by way of risks of a breakdown in the cease-fire in case of an incident, or in terms of the resolution, or in terms of international law.

The representative of Ceylon expressed his appreciation of the role played by the Secretary-General in placing himself at the disposal of the President of Tunisia for a direct and personal exchange of views. He wished that the same kind of contact had been possible between the Secretary-General and the French authorities.

The representative of the USSR stated that the Council should give a solemn warning to France that if it continued to ignore the decision of the Security Council, the Council would have to consider the question of the application of sanctions against France, as provided for in the United Nations Charter.

The representative of the United States noted with serious concern that the Security Council resolution of 22 July had not yet been fully implemented. On the other hand, he had also noted that both parties had indicated a firm desire to implement that decision. He urged a rapid implementation of the resolution of 22 July and a prompt initiation of negotiations between the parties to work out a settlement of their differences, including that concerning the Bizerta base.

On 28 July, the representative of the United Arab Republic submitted, with the delegations of Ceylon and Liberia, a draft resolution under which the Council would: (1) express its serious concern over the fact that France had not complied fully with the resolution of 22 July and that the situation continued to represent a serious threat to international peace and security; and (2) invite France to comply immediately with all the provisions of the interim resolution.

Under a second draft resolution submitted the same day by the three powers, the Council would invite France immediately to enter into negotiations with Tunisia with a view to the rapid evacuation of French forces from Tunisia.

The representative of Turkey stated that in the opinion of his delegation, the Council should give priority to breaking through the impasse and securing the implementation of the resolution of 22 July on a cease-fire and withdrawal to original positions, while at the same time opening the path for a definitive solution of the question. He then introduced a draft resolution by which the Council would: (1) express its concern that the resolution has not been fully carried out; (2) call for immediate and full implementation of that resolution; and (3) urge the early opening of negotiations for a peaceful resolution of differences, including a definitive settlement of the question of Bizerta, having due regard for Tunisian sovereignty.

On 29 July, the representative of Turkey stated that having heard certain objections—and in particular the comments of the representative of Tunisia on paragraph 3 of his draft—he had decided to drop the final paragraph so that a vote might be taken on paragraphs 1 and 2.

The representative of the Union of Soviet Socialist Republics proposed that in operative paragraph 1 of the Turkish draft resolution, after the words "has not been fully carried out", there be added the words "by France", and that, in operative paragraph 2, after the words "implementation of that resolution", there similarly be added the words "by France".

At the same meeting, the Council proceeded to vote on the various proposals before it: the three-Power draft resolution submitted by Ceylon, Liberia and the United Arab Republic was rejected by four votes in favour to none against, and six abstentions, France not participating in the vote. The second three-Power draft resolution was rejected by four in favour, none against and six abstentions. The oral amendments to the Turkish draft resolution proposed by the representative of the USSR were rejected by four votes in favour, none against and six abstentions. The draft resolution as a whole was rejected by six votes in favour, none against and four abstentions.

The President expressed his profound concern at the fact that once again the Council had concluded its meeting without having arrived at a positive resolution. He hoped that the good will of the countries concerned and their understanding and awareness of their duty would lead them to apply and implement the terms of the only resolution that the Council had been able to adopt on the matter.

(*b*) CONSIDERATION OF THE QUESTION AT THE THIRD SPECIAL SESSION OF THE GENERAL ASSEMBLY

On 7 August 1961, Afghanistan, Brazil, Burma, Cambodia, Ceylon, the Congo (Leopoldville), Cuba, Cyprus, Ethiopia, the Federation of Malaya, Ghana, Guinea, India, Indonesia, Iran, Iraq, Jordan, Laos, Lebanon, Liberia, Libya, Mali, Morocco, Nepal, Nigeria, Pakistan, the Philippines, Saudi Arabia, Somalia, the Sudan, Thailand, Togo, Tunisia, Turkey, the United Arab Republic, the Upper Volta, Yemen and Yugoslavia requested the convening of a special session of the General Assembly "to consider the grave situation in Tunisia obtaining since 19 July 1961, in view of the failure of the Security Council to take appropriate action". On the same day, Albania, Bulgaria, the Byelorussian Soviet Socialist Republic, Czechoslovakia, Hungary, Poland, Romania, the Ukrainian Soviet Socialist Republic and the Union of Soviet Socialist Republics associated themselves with that request.

The same day, the Secretary-General communicated the request to all Member States and inquired whether they concurred in the summoning of the session. In addition to the thirty-eight States requesting the session and the nine States associating themselves with the request, Argentina, Bolivia, Finland, Mexico, Sweden, Uruguay and Venezuela expressed their concurrence in the calling of the session.

On the receipt of the concurrence of a majority of the Members on 10 August, the Secretary-General summoned the third special session of the General

Assembly to meet on 21 August. The Assembly considered the question at eleven plenary meetings held between 21 and 25 August 1961. The delegation of France did not participate in the special session.

In his opening statement, the representative of Tunisia declared that on 19 July 1961 France had launched aggression against Tunisia, entailing many casualties and followed by the occupation of a portion of Tunisian soil. Since 20 March 1956, when Tunisia had recovered its full sovereignty, it had made efforts to obtain the withdrawal of French forces and the evacuation of the military installations, but in vain. By the end of June 1961, it had become clear that the French military authorities at Bizerta were beginning organizational works which were utterly irreconcilable with any intention of their evacuation from Bizerta. It was for that reason that President Bourguiba had asked General de Gaulle for a clear-cut recognition by France of the principle of its evacuation of zones which had been occupied by the French troops in Tunisia and the opening of negotiations between the two Governments to set out the modalities and time-tables for such evacuation. Unfortunately, France had continued its attitude of non-co-operation and, in effect, had rejected Tunisia's request.

In the face of the flagrant violations by France of its undertaking and in the face of an imminent massive dispatch of paratroopers, Tunisia on 19 July had decided to prohibit flights over its territory by any French aircraft and had announced that any aircraft violating that ban would be brought down. In spite of that notification, French aircraft had begun to fly over the Bizerta region, disregarding the warning shots which had been directed against them.

During the night of 19-20 July, French forces had engaged in unbridled assaults against the civilian population and Tunisian positions in Bizerta. Moreover, for four days, thousands of paratroopers and legionnaires had been engaged in acts repudiated by rules of warfare. On 21 July, a large-scale massacre of the civilian population had taken place.

On 22 July, the Security Council had called upon the two parties immediately to put an end to hostilities and to proceed to a return of all armed forces to their original position. Although thirty days had passed since the adoption of the Security Council resolution, France still refused to return its armed forces to their original positions. Moreover, taking advantage of Tunisian compliance with the Council's resolution, France's forces had engaged in certain acts of violence and other vexatious measures in Bizerta, and had extended their perimeter of occupation and also increased their military strength. The persistent refusal of France to implement the interim resolution of the Security Council of 22 July 1961 had constituted a serious cause for the aggravation of the situation in Tunisia. Tunisia therefore had no alternative but to appeal to the United Nations to end the French aggression of 19 July and to ensure the withdrawal of French troops from Tunisian territory. Tunisia expected the Assembly to take a clear-cut and precise decision which would put an end to the conflict.

On 21 August, the representative of Liberia introduced a draft resolution co-sponsored by Afghanistan, Burma, Cambodia, Ceylon, the Congo (Leopoldville), Cyprus, Ethiopia, the Federation of Malaya, Ghana, Guinea, India, Indonesia, Iran, Iraq, Jordan, Lebanon, Liberia, Libya, Mali, Morocco, Nepal, Nigeria, Pakistan, Saudi Arabia, Somalia, the Sudan, Thailand, Togo, the United Arab Republic, the Upper Volta, Yemen and Yugoslavia.

Under the operative part of this joint draft resolution, the Assembly would: (1) reaffirm the Security Council's interim resolution and urge the Government of France to implement fully its operative paragraph one; (2) recognize the sovereign right of Tunisia to call for the withdrawal of all French armed forces present on its territory without its consent; and (3) call upon the Governments of France and Tunisia to enter into immediate negotiations to devise peaceful and agreed measures in accordance with the principles of the Charter for the withdrawal of all French armed forces from Tunisian territory.

During the discussion, most speakers expressed the view that France had perpetrated aggression against Tunisia and emphasized that it was imperative that the Security Council's interim resolution, especially the part referring to the withdrawal of the French armed forces to their original positions, should be complied with without delay.

Some representatives, including the representative of the USSR, raised the general question of military bases established in foreign countries. They added that events in the Bizerta area had demonstrated that Western military bases in the territories of other countries served aggressive and imperialistic purposes only; they undermined the sovereignty and independence of the countries in which they were situated, constituting dangerous hotbeds of international strife. Other delegations, while pointing out that the presence of foreign military bases in other countries might be a source of friction and tension, stated that independent States had every right to enter into agreements permitting such bases, just as they had the right not to tolerate the presence of foreign forces or foreign military bases on their territory.

A number of representatives pointed out that the discussion of the question of foreign bases had no direct bearing on the question under consideration in the Assembly. The representative of the United States added that Soviet troops were still present in Poland, East Germany, Hungary, and other countries sixteen years after the Second World War.

During the discussion of the joint draft resolution, its sponsors claimed that it was a mild and moderate draft, free from acrimony or condemnation, and merely recommended peaceful solution of the situation which existed in Tunisia. Moreover, there could be no compromise about the principle, which derived from the fundamental purposes of the Charter of the United Nations, that the presence of foreign troops on the territory of a State without the latter's consent and agreement was not permissible, and that such presence violated the sovereignty of that country.

The view was also expressed that the interim resolution of the Security Council was very clear and unconditional. France, therefore, was under obligation to withdraw its troops to their original positions without asking for guarantees and without subjecting its compliance to any conditions. With regard to the procedure to be adopted for reaching a settlement, negotiations should be an adequate means for such a solution. In the case of a failure of negotiations, the question could be submitted to the appropriate political or juridical international bodies of which both parties were members.

Several representatives believed that the object of the Assembly should be to bring about a climate in which negotiations could take place and that prompt negotiations between the two parties should be opened to arrange for the ultimate disposition of the facilities and installations at Bizerta now under French control. It would not be appropriate for the Assembly to attempt to dictate the terms of an agreement, or to include phrases which were not likely to contribute to a solution.

On 25 August, the General Assembly adopted the joint draft resolution by a roll-call vote of 66 to none, with 30 abstentions, as resolution 1622 (S-III).

14. The question of Oman

The item entitled "Question of Oman" was placed on the provisional agenda of the General Assembly at its sixteenth session in accordance with the Assembly's decision on 21 April 1961 that further consideration of it be deferred until the next session. On 25 September the General Assembly placed it on its agenda and the Special Political Committee considered it at eight meetings held between 27 November and 4 December.

On 22 November Afghanistan, Guinea, Indonesia, Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Republic, Yemen and Yugoslavia submitted a draft resolution, of which Mali also became a sponsor, under which the General Assembly, deeply concerned with the situation in Oman and recalling its resolution 1514 (XV), would recognize the right of the people of Oman to self-determination and independence, call for the withdrawal of foreign forces from Oman and invite the parties concerned to settle peacefully their differences with a view to restoring normal conditions in Oman.

In a letter dated 26 October, Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Syria, Tunisia, United Arab Republic and Yemen requested that an Omani delegation, composed of three persons, be heard by the Special Political Committee. The request was approved by the Committee on 27 November by a vote of 40 to 26, with 23 abstentions, and a member of the Omani delegation made a statement on the following day.

On 1 December, at the request of the representative of Australia, a communication was circulated from the Sultan of Muscat and Oman in which he protested against the holding of any debate about Oman and the hearing of any Omani delegation.

The representatives of the Arab States, after citing recent reports from Omani sources of renewed clashes between Omani nationalists and reinforced British armed forces, charged that, despite United Kingdom arguments that its intervention had been only to assist the ruler of a State in a case of internal revolt or of rebellion fomented from abroad, the use of armed force could not be justified except in self-defence. The conflict in Oman was between the people of Oman and British colonialism, or what might be described more precisely as British "oilism". The ruler of Muscat had sought to hand Oman over to the British and that was why the people of Oman were fighting. Oman was one of the oldest fully independent and sovereign states. The United Kingdom should not deny this since it had acted as an intermediary in the conclusion in 1920 of the Treaty of Sib between Muscat and Oman. This treaty was not an internal agreement, as represented by the United Kingdom, but an international treaty. Even if the claim were correct that the treaty simply granted the people of Oman a certain degree of autonomy, the United Kingdom could not justify its intervention by arguing that the Imam of Oman had entered into treasonable relations with other States. The Imam was not accountable to the United Kingdom and his only "treason" had been his application to become a member of the Arab League. The Arab delegations did not seek to condemn the United Kingdom, but they sought an honourable solution in accordance with the Charter. British armed forces must be withdrawn, foreign domination and colonialism eliminated and the independence of Oman restored. On the basis of those principles the United Nations should urge the parties to enter into negotiations as stated in the moderate sixteen-Power joint draft resolution.

Other supporters of the draft resolution emphasized that the question of Oman involved a colonial war of aggression, inspired by greed for Arab oil, against the people of Oman struggling to liberate their country from foreign domination. British intervention was a threat to peace and security in the area and a violation of resolution 1514 (XV) of the General Assembly, recently reaffirmed by resolution 1654 (XVI), which had proclaimed the necessity of bringing colonialism to an end immediately.

The representative of the United Kingdom said that there had never been an independent State of Oman separate from the Sultanate of Oman and Muscat and therefore the current discussion constituted interference in the Sultanate's internal affairs in violation of Article 2, paragraph 7, of the Charter. The sovereignty of the current dynasty had been recognized in international treaties, over the whole of the area currently known as Muscat and Oman and he rejected the alleged secular authority of the Imam of Oman whose office had not been in existence continuously. The Agreement of Sib was not an international treaty recognizing the independence of Oman but a purely internal arrangement granting the tribes a certain provincial autonomy in return for an undertaking to live at peace with the Sultan's Government. The Agreement had been unilaterally terminated by the rebellion of certain sheikhs in 1954-1955.

The rebellion, which had been encouraged by Saudi Arabia, the United Arab Republic and Iraq, had been put down in 1959 with the legitimate assistance of the United Kingdom, the rebel leaders had fled and the area had since been at peace. Local Omani tribes were no longer fighting against British armed forces, nor were British combat units stationed in the Sultanate. The Sultan had offered amnesty to the rebels subject to satisfactory guarantees of their keeping the peace. Many had accepted. Adoption of the draft resolution would make it even harder to effect a reconciliation. Its allusion to colonialism had no relevance, and to recognize the right of the people of Oman to self-determination was equally irrelevant since the people recognized the Sultan's sovereignty, while it was for the Sultan alone to decide whether the remaining foreign forces in Oman should be withdrawn.

On 4 December the Committee approved the sixteen-Power draft resolution by a vote of 38 votes to 21, with 29 abstentions.

On 14 December the General Assembly voted on the draft resolution recommended by the Special Political Committee. The vote was 33 in favour, 21 against, with 37 abstentions. The draft resolution was not adopted, having failed to obtain the required two-thirds majority.

15. The question of Kuwait

On 1 July 1961, the State Secretary of Kuwait, in a telegram to the President of the Security Council, requested urgent consideration, under Article 35, paragraph 2, of the Charter, of the following question: "Complaint by Kuwait in respect of the situation arising from threats by Iraq to the territorial independence of Kuwait, which is likely to endanger the maintenance of international peace and security". On the same day, the representative of the United Kingdom informed the President that his Government supported the request and asked that the Council be convened accordingly.

On the following day, the representative of Iraq requested that the Council consider the "Complaint by the Government of the Republic of Iraq in respect of the situation arising out of the armed threat by the United Kingdom to the independence and security of Iraq, which is likely to endanger the maintenance of international peace and security".

In a further communication dated 2 July, the representative of Iraq asserted that the complaint of Kuwait was not receivable by the Council since Article 35, paragraph 2, of the Charter related to the right of States not Members of the United Nations to bring questions to the attention of the Council. Kuwait was not and had never been an independent State, but had always been considered part of Iraq.

The Security Council agreed to place both complaints on its agenda and considered them at four meetings, on 2, 5, 6, and 7 July. The representatives of Iraq and Kuwait took part in the discussion.

The representative of the United Kingdom charged that a press and radio campaign against the independence of Kuwait had emanated from Baghdad, followed by reports of a considerable Iraqi military force in the Basrah area. He read out a statement issued by his Government on 1 July concerning the situation in Kuwait. It stated that in accordance with Her Majesty's Government's obligations to the Ruler of Kuwait, and at his urgent and formal request, a British force had been moved into the State of Kuwait and placed at the Ruler's disposal to afford him such assistance as he might consider necessary for the preservation of the independence of Kuwait in the face of recent developments in Iraq.

Turning to the developments which had led to the present situation, he said that Kuwait had for some time possessed entire responsibility for the conduct of its own international relations and had joined a number of international organizations as an independent, sovereign State. Since the Anglo-Kuwaiti agreement of 23 January 1899 had become obsolete, his Government and the Ruler of Kuwait had agreed that the necessary formal step should be taken to cancel it. Accordingly, on 19 June, notes had been exchanged formally establishing and recognizing a state of affairs which had in fact obtained for some time previously, in accordance with the wishes of Kuwait. It was, therefore, with surprise and shock that the news had been received that Iraq had reacted not with approval, but with a threat. The forces which the United Kingdom had made available at the Ruler's request presented no threat to Iraq, as they had no aggressive intentions and could only be employed in a combat role if Kuwait were to be attacked from across the border.

The representative of Iraq noted that his Government had repeatedly stated that it would employ only peaceful means to settle the difficulty and had denied the reports of troop concentrations in southern Iraq. The conclusion was therefore inescapable that the complaint by the United Kingdom had been lodged to justify the blatant act of aggression which it committed in landing its forces in Kuwait. The injection of troops of a great Power with a long and disastrous colonial history in the area could only result in endangering international peace and security. Politically as well as culturally and economically, Kuwait had always looked to Basrah, and both before and after the secret Protectorate Treaty of 1899, had remained under the administrative authority of the Governor of Basrah. When, as a result of the First World War and the dissolution of the Ottoman Empire, the three Ottoman Provinces of Baghdad, Mosul and Basrah had been unified in the State of Iraq, the British had tried to exclude Kuwait from the new State, using the illegal 1899 Treaty as their pretext. The Iraqis had never accepted the mutilation of their country, and the world could surely no longer tolerate the existence of a situation in which an unholy alliance of a feudal sheikhdom and a colonial Power was trying to rob an Arab nation, year after year, of its rightful wealth. The United Kingdom should not have been surprised by the announcement that Iraq intended to recover its legitimate rights in Kuwait. Iraq had from the outset assured the world that it would use peaceful means to attain its aims. The first duty of the Council was therefore to remove the source of tension and ensure the immediate withdrawal of the aggressive force.

The representative of Kuwait said that the allegation that Kuwait had been a district governed by the Turkish governor of Basrah during the days of the Ottoman Turkish Caliphate was a distortion of history that revealed illegitimate Iraqi ambitions of territorial expansion. Kuwait had never been under Turkish rule and the Ottoman Government had never appointed a representative to Kuwait, which had successfully resisted Ottoman domination. Even before the formal declaration of independence on 19 June, Kuwait had established a viable system of effectively-administered government and, aided by its economic resources, had become an efficiently organized welfare State which was the pride of the Middle East. The independence of Kuwait had been recognized both *de jure* and *de facto* by most of the nations of the world, including Iraq, which had traditionally dealt with Kuwait as such both during the days of the Hashemite monarchy and under the Iraqi Republic. Faced with threats, Kuwait had requested the assistance of friendly nations and appealed to the Council. The forces made available by the United

Kingdom would be withdrawn as soon as sufficient guarantees were given that Kuwait's independence would not be violated.

The representative of the USSR considered that the assertion that British forces had been concentrated in Kuwait to repel Iraqi aggression was wholly unsubstantiated. Their presence was a threat to peace in the region and throughout the whole world. The Council should condemn the action of the colonial Power and adopt measures to ensure the immediate withdrawal of British troops from Kuwait. Thereafter it should seek further measures to resolve all disputed questions relating to the area by peaceful means in accordance with the Charter.

The representative of the United States said that his country regarded Kuwait as a sovereign independent State. His Government had been informed by the Government of Iraq that it did not intend to resort to force in Kuwait, and, trusting that Iraq would fully respect its obligations under Article 2, paragraph 4, of the Charter, hoped that the Ruler of Kuwait might soon receive assurances to that effect from the Government of Iraq.

The representative of the United Arab Republic said that in considering the problem before the Council, his delegation was guided by the principles of Arab nationalism. For that reason it could not accept a policy of annexation, although it was ready to support efforts towards unity based on the freely-expressed will of the Arab people. The United Arab Republic supported the independence of Kuwait on the basis of the self-determination of peoples. His delegation had taken note of the assurances of the representative of Iraq that his Government would use only peaceful means to settle the problem, and believed that the present difference between two Arab countries could and should be resolved within the framework of the Arab League and in keeping with Arab traditions and principles.

A number of other representatives noted with satisfaction the Iraqi Government's assurances of its peaceful intentions and the United Kingdom statement regarding the withdrawal of British troops, and called upon the parties concerned to seek a solution of the dispute by negotiations through an impartial body, preferably the Arab League.

On 6 July the representative of the United Kingdom submitted a draft resolution, the operative part of which provided that the Council would: (1) call upon all States to respect the independence and territorial integrity of Kuwait; (2) urge that all concerned should work for peace and tranquillity in the area; and (3) agree to keep the situation under review.

On 7 July, the representative of the United Arab Republic noted that the United Kingdom draft resolution omitted the question of the withdrawal of British forces, to which his Government attached considerable importance. For that reason, and in order to assist the two Arab sister nations of Kuwait and Iraq in resolving their difficulties, his delegation submitted a draft resolution the operative part of which provided that the Council would: (1) urge that the question be solved by peaceful means; and (2) call upon the United Kingdom to withdraw immediately its forces from Kuwait.

On 7 July the Council voted on the United Kingdom draft resolution, which received 7 votes in favour and 1 against, with 3 abstentions, and was not adopted since one of the negative votes was that of a permanent member.

The Council then proceeded to vote on the United Arab Republic resolution, which was rejected by 3 votes in favour and none against, with 8 abstentions.

The President appealed to all parties to the dispute to abstain from any action that might aggravate the situation. As President, he stated that he would convene the Council if circumstances made it necessary to do so.

In a communication dated 13 September 1961 the Secretariat-General of the League of Arab States transmitted to the United Nations the text of letters exchanged on 12 August 1961 between the Prince of Kuwait and the Secretary-General of the Arab League concerning the agreement on the status of the Arab League Security Force in Kuwait.

On 22 October, Kuwait informed the President of the Council that on 19 October 1961 the withdrawal of the British forces from Kuwait territory had been completed and that Arab League forces had replaced the British forces in safeguarding the independence and sovereignty of the State of Kuwait.

16. The India-Pakistan question

On 11 January 1962, Pakistan requested a meeting of the Security Council to consider further action in the dispute concerning the State of Jammu and Kashmir, in the light of the last report of the United Nations Representative for India and Pakistan. Pakistan stated that it was forced to do this because efforts at the highest level for direct negotiations with India had failed. Moreover, recent statements by responsible people in India were a great threat to the peace.

On 16 January, India stated that the Security Council should refuse to comply with Pakistan's request because India considered that the eve of its general elections was hardly the proper time for direct negotiations or for discussion of the situation in the Security Council. India also stated that Pakistan's allegations that efforts for direct negotiations had failed and that a threat to the peace had arisen were unfounded. So far as India was concerned, the avenues for direct negotiations had not been finally closed. Moreover, it was Pakistan which was threatening peace in the area by instigation of attempts of subversion and sabotage.

On 29 January, Pakistan stated that a very grave situation prevailed between India and Pakistan which called for immediate consideration by the Security Council. The recent statements by responsible leaders of opinion in India seemed to indicate that there had been a significant reversal of policy on the part of India with reference to the question of Kashmir and that it seemed to have decided to repudiate all its obligations, agreements and undertakings in respect of the Kashmir dispute. This in itself was a development which would affect more seriously the relations between the two countries. Indian leaders were repeatedly saying that the existence of Azad Kashmir constituted "aggression" by Pakistan and that the "aggression" should be stopped by the liberation of the Azad Kashmir territory. The situation was daily becoming more precarious. Pakistan would, therefore, request the Council to take up the question as an urgent matter.

On 1 February, the Security Council agreed, without objection, to include the item in its agenda and considered it at eleven meetings held between 1 February and 22 June 1962. The representatives of Pakistan and India were invited to participate in the discussions.

The representative of Pakistan stated that it was necessary to make progress in the implementation of the two resolutions of the United Nations Commission for India and Pakistan (UNCIP) in order to improve relations between the two countries. The two UNCIP resolutions, having been accepted by both parties, had formed an internal obligation and should be implemented in good faith. The people of Kashmir, who had been given an assurance to that effect by the Security Council, should not be deprived of their inherent right of self-determination. Accordingly, the Security Council should devise a method of doing this on the basis of the recommendations of the United Nations Representative for India and Pakistan. It might also request the President of the Council to get in touch with the parties and try to settle the differences between them. It was not correct to say that the situation in Kashmir had become stable and that it should not be disturbed. Pakistan would agree to any method of determining the obligations of the parties under the two UNCIP resolutions, what had delayed their implementation, which of the two parties was in default, and what needed to be done by either side to advance the matter. If Pakistan was found to be in default in any of those respects, it would rectify that at the earliest possible time. Such a determination could be entrusted to the United Nations Representative or a new selection could be made from any other region, including Asia or Africa. The representative of Pakistan also suggested at a later stage that the International Court of Justice might be requested for an advisory opinion having regard to the changes that had taken place, the time that had elapsed, and the fact that the implementation of the resolutions had come to a stop, to determine what the obligations of the parties were under the two UNCIP resolutions.

The representative of India stated that there appeared to be no urgency whatsoever for the consideration by the Council of the Kashmir question. No new factor had emerged in relation to Kashmir since the last meeting of the Security Council in 1957 and there was no threat of use of force by India as alleged by Pakistan. India had in the past offered to Pakistan to sign a "no-war declaration" to which Pakistan had not agreed. India wished to settle its differences with Pakistan by peaceful means and by negotiations, and it was for that reason that the Prime Minister of India had invited the President of Pakistan for talks.

The representative of India then stated that the accession of the State of Jammu and Kashmir to India was full and complete because there was no such thing as provisional accession in the Indian constitution. If that accession had to be altered, both the acceding side and the receiving side had to agree. The conditions for holding a plebiscite had not yet been fulfilled. Pakistan, which was supposed to withdraw all its troops and "vacate" its aggression, had not yet done so. More than twelve years had elapsed and conditions had changed not only in India and Pakistan but in South-East Asia as a whole. India would not do anything that would shake its stability, undermine its territorial integrity or create conditions of trouble in South-East Asia. India had honoured the cease-fire line and would not take the initiative in using force. However, that did not mean that India would not defend its sovereignty and integrity. The situation in Kashmir was not a matter for the International Court of Justice, but was a political issue. Moreover, as members of the British Commonwealth, India and Pakistan had made certain exceptions in regard to matters which could be referred to the International Court.

The majority of members of the Security Council welcomed the assurances of the two parties that they would not resort to force and urged them to negotiate directly for a peaceful solution. The representatives of Chile, China, France, Ireland, United Kingdom, United States and Venezuela maintained the Security Council's responsibility in the dispute and stated that a solution should be found on the basis of the Council's previous resolutions as well as of the two UNCIP resolutions. The representatives of Ghana and the United Arab Republic stated that efforts should be made to find a solution acceptable to both parties. They added that the parties alone could solve the question and that they could do so within the framework of the United Nations Charter. The representative of the United Arab Republic also hoped that the parties would not fail to inform the Council at the proper time of the progress of the talks. The representative of the Union of Soviet Socialist Republics stated that the allegations made by Pakistan regarding threats by India had proved to be groundless and India had once again assured the Council that it was not going to use force. Moreover, he agreed with the Indian contention that the people of Kashmir had on numerous occasions expressed their will through general elections and had already determined the question of accession in accordance with the principles of democracy. Kashmir was an integral part of the Republic of India. The Council could do nothing better than take note with satisfaction of the statement that force would not be used in the Kashmir region. The representative of Romania stated that nothing had happened to justify a new examination of the question by the Security Council. The Security Council could contribute usefully to the solution of the question by urging direct talks between the parties and by preventing further complications in the situation by outside elements.

On 22 June, Ireland submitted a draft resolution whereby the Security Council having heard statements from the representatives of India and Pakistan, having considered the report of the United Nations Representative, Dr. F. Graham, expressing its thanks to Dr. Graham, noting with satisfaction the pledges made by the two parties that their Governments would not resort to force and being conscious of the responsibility of the Security Council under the Charter for helping the parties to reach a peaceful solution, would remind both parties of the principles contained in its resolution of 17 January 1948, and in the resolutions of the United Nations Commission for India and Pakistan dated 13 August 1948 and 5 January 1949; urge the Governments of India and Pakistan to enter into negotiations on the question at the earliest convenient time with the view to its ultimate settlement in accordance with Article 33 and other relevant provisions of the Charter; appeal to the two Governments to take all possible measures to ensure the creation and maintenance of an atmosphere favourable to the promotion of negotiations; urge the Government of India and the Government of Pakistan to refrain from making any statements, or taking any action, which might aggravate the situation; request the Acting Secretary-General to provide the two Governments with such services as they might request for the purpose of carrying out the terms of the resolution.

The representative of Ireland stated that the draft resolution represented the widest possible measure of common agreement existing at that stage of the discussion. The representative of India, however, stated that his country was against any resolution being adopted by the Council at that time because it would have no relevance to the situation. The representative of the USSR stated that the draft resolution was being presented chiefly in order to hold a plebiscite, which at that moment would constitute a flagrant interference in the domestic affairs of India. Instead of recalling decisions which were not applicable at the present time, the Council should have limited itself to noting that India and Pakistan had stated that they would not take any initiative in the use of force and that both parties had not rejected the idea of bilateral negotiations.

The draft resolution received 7 votes in favour to 2 against (Romania and USSR), with 2 abstentions. It was not adopted owing to the negative vote of a permanent member of the Council.

17. The question of Goa

Letter dated 18 December 1961 from the representative of Portugal to the President of the Security Council

Between 8 and 16 December 1961, the President of the Security Council received a series of communications from Portugal and India relating to the situation in the area of the territories of Goa, Damao and Diu. In that connexion also, an appeal had been addressed to the two Governments by the Acting Secretary-General on 14 December, to which both parties had replied on 16 December.

On 18 December, in a further letter to the President of the Council, Portugal charged that India had launched a full-scale armed attack on the Portuguese territories of Goa, Damao and Diu. As a result of that attack much damage and many casualties had already taken place. In those circumstances Portugal was obliged to request the Security Council to convene immediately in order to put a stop to the aggression of India and to order an immediate cease-fire and the withdrawal forthwith of all Indian troops from the Portuguese territories.

On the same day the Security Council decided, by a vote of 7 to 2 (Ceylon and USSR) with 2 abstentions (Liberia and United Arab Republic) to include the question in its agenda, and discussed it at two meetings held on the same day.

The representative of Portugal stated that India had committed premeditated and unprovoked aggression against Portugal in Goa and had thus violated the sovereign rights of Portugal. India's action was clearly in violation of paragraphs 3 and 4 of Article 2 of the United Nations Charter. The concentration of Indian naval, land and air forces could have had no other explanation than preparation for the violent conquest of foreign territory. In response to the appeal of the Secretary-General, the Portuguese Government had already given instructions to its forces not to undertake or even reply to any acts of provocation. It had also announced its readiness to negotiate with India and had offered to give guarantees for the security of the Indian Union. Notwithstanding Portugal's offer and the various other appeals made to it, India had put into execution its premeditated plans of aggression. At midnight (local time) on 18 December, Indian troops with tanks and artillery had moved into Goa, Damao and Diu, supported by naval and air force units. Portugal requested the Council to take immediate measures to obtain a cease-fire and the withdrawal of all the Indian troops.

The representative of India stated that through negotiations during the past fourteen years India had been seeking the transfer to India of Portugal's possessions. Portugal had not only refused to negotiate, but had also invented the myth that those possessions were part of Portugal. The problem of Goa was simply a question of colonialism. India maintained that there was no legal frontier between India and Goa, and there could be no question of aggression against one's own frontier and against one's own people. Portugal had charged India with provocation, but provocation had actually come from the side of Portugal. Portuguese forces had fired on Indian coastal steamers and fishing boats, killing one officer and one fisherman. India had taken certain measures only to protect the large Indian population in Goa, which was in revolt against Portugal. If Portugal was sincere in its desire for negotiations, it could have shown its willingness to negotiate on the basis of the principles formulated by the United Nations in a series of resolutions, notably resolutions 1514 (XV) and 1542 (XV). Portugal had not done so and consequently, the only thing the Council could do was to ask Portugal to vacate Gao, Damao and Diu, and to give effect to the Assembly's resolutions with regard to the freedom of dependent peoples.

The representative of the United States stated that the Council had not met to decide on the merits of the case but to consider the situation that had arisen because one Member of the United Nations, casting aside the principles of the Charter, had sought to resolve a dispute by force. What was at stake was not colonialism, but a case of violation of one of the basic principles of the Charter, as embodied in paragraph 4 of Article 2. The Security Council had an urgent duty to ask for an immediate cease-fire, the withdrawal of all invading forces and the resumption of negotiations.

The representatives of Chile, China, Ecuador, France, Turkey and the United Kingdom also asserted that force was an illegal method of solving territorial disputes. They appealed for an immediate cease-fire and urged the parties to enter into negotiations. Chile added that it would be appropriate to take into consideration the wishes of the peoples of the territories in question, while Ecuador considered that Portugal should give an assurance to comply with its international obligations by observing the resolutions of the General Assembly.

The representatives of Ceylon, Liberia and the United Arab Republic stated that the territories of Goa, Damao and Diu had not formed an integral part of Portugal in spite of Portugal's unilateral declaration to that effect. The General Assembly, in resolution 1542 (XV), had decided that they were non-self-governing territories and that Portugal was obliged to transmit information concerning them. Portugal had refused to comply with that resolution, or with resolution 1514 (XV) on the granting of independence to colonial territories. It was therefore a colonial question, and India's action should be viewed in that light. They denied that it was an act of aggression on India's part.

The representative of the USSR stated that if there was anything that was subject to the Council's consideration, it was Portugal's refusal to carry out the provisions of the declaration on the granting of independence to colonial countries and peoples. That refusal had created a threat to international peace and security in many parts of the world, including Goa. The situation in Goa was a colonial problem and should be dealt with in accordance with the Assembly's resolution on that question. It was therefore necessary to put to an end immediately all assistance to Portugal and to apply sanctions as provided in the Charter, in order to compel Portugal to comply immediately with the Assembly's declared policy on colonialism.

During the course of the debate in the Council two draft resolutions were submitted. Under the terms of the first draft resolution, co-sponsored by Ceylon, Liberia and the United Arab Republic, the Security Council would decide to reject the Portuguese complaint of aggression against India and would call upon Portugal to terminate hostile action and to co-operate with India in the liquidation of its colonial possessions in India.

Under the second draft resolution, submitted by France, Turkey, the United Kingdom and the United States, the Security Council would: (1) call for an immediate cessation of hostilities; (2) call upon the Government of India to withdraw its forces immediately to positions prevailing before 17 December 1961; (3) urge the parties to work out a permanent solution of their differences by peaceful means in accordance with the principles embodied in the Charter; and (4) request the Secretary-General to provide such assistance as might be appropriate.

The three-Power draft resolution was put to the vote first and was not adopted, having received 4 votes in favour and 7 against. The four-Power draft resolution received 7 votes in favour and 4 against (Ceylon, Liberia, the USSR and the United Arab Republic) and was not adopted because one of the negative votes was cast by a permanent member of the Security Council.

18. The Korean question

CONSIDERATION BY THE GENERAL ASSEMBLY

At the close of its fifteenth session, the General Assembly took note of the decision of the First Committee that the consideration of the Korean question be adjourned until the sixteenth session of the General Assembly. The item was put on the provisional agenda of the sixteenth session and it was considered by the First Committee at nine meetings from 12 to 20 December 1961. At these meetings, the representative of the United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK) was seated at the Committee table.

The First Committee had before it UNCURK's eleventh annual report, and a supplement thereto, covering the period from 18 September 1960 to 4 December 1961. In reviewing the political developments in the Republic of Korea, the Commission reported on the events associated with the overthrow of the constitutional Government of Korea through the military *coup d'état* of 16 May 1961. On the question of unification, the Commission noted that the successive Governments of the Republic had reiterated their acceptance of the competence and authority of the United Nations, but that there had been no indication of any readiness on the part of the communist authorities to accept established United Nations objectives laid down in the relevant resolutions of the General Assembly. The Commission also reviewed the economic situation and prospects in the Republic of Korea.

In addition to the UNCURK reports, the First Committee had before it memoranda of 4 and 10 December 1961 from the Republic of Korea stating, *inter alia,* that it reaffirmed its respect for the authority and competence of the United Nations and that it supported the continued presence of the United Nations in Korea until unification was achieved through free and fair elections.

The Committee also received a memorandum of 6 December 1961 from the Democratic People's Republic of Korea stating *inter alia,* that the fascist military régime, which had gained power in South Korea through the *coup d'état* of 16 May 1961, had repressed all those who had come out, after the downfall of the Rhee régime, for negotiations with North Korea and for the peaceful unification of the country. UNCURK had consistently distorted the realities of the situation, had all along served as a tool of United States aggression and, from the beginning, had been composed only of the representatives of those countries which were bound to the United States military blocs. The proper way to solve the problem of unification was to compel all foreign forces to withdraw from South Korea, to dissolve UNCURK immediately and to hold free elections throughout the country on democratic principles without foreign interference.

The initial phase of the Committee's discussion was concerned with the question of invitations to participate without the right of vote. In this connexion, the Committee had received two communications: a telegram, dated 1 December 1961, from the Democratic People's Republic of Korea stating its right to participate in the discussion; and a letter dated 5 December 1961, from the Republic of Korea, declaring that the Democratic People's Republic of Korea should accept the competence and authority of the United Nations before it could demand participation in the discussion. In addition, the Committee had two draft resolutions before it. The first, submitted by the Mongolian People's Republic, provided that the Committee should decide to invite the representatives of the Democratic People's Republic and of the Republic of Korea to take part in the discussion without the right of vote. The second, submitted by the United States, provided that the Committee should invite the representative of the Republic of Korea again to participate, without the right of vote, in the discussion. Greece and Thailand submitted amendments to the Mongolian draft resolution by which the Committee would decide to invite the representatives of the Democratic People's Republic of Korea and of the Republic of Korea provided, in the case of the former, that it would first unequivocally accept, as had already been done by the Republic of Korea, the competence and authority of the United Nations within the terms of the Charter to take action on the Korean question.

As in the previous year, there was considerable discussion in the Committee of whether it would be appropriate to extend a conditional invitation to the Democratic People's Republic of Korea. Among those who spoke in favour of the Mongolian draft resolution, the representative of Indonesia stated that although the draft resolution represented a move in the right direction, the best course for the Committee would be to call for a conference, to be held under the auspices of the United Nations in some neutral city such as Geneva, which could study the entire situation, seek a peaceful settlement through negotiations and report to the seventeenth session of the General Assembly. Several representatives spoke in favour of the United States draft resolution. The representative of Greece, speaking in support of the amendments, stated that under Article 35 (2) of the Charter the parties to a dispute were required to accept in advance the obligations of pacific settlement. The representative of India said that the Democratic People's Republic of Korea appeared to have already accepted the obligations of pacific settlement, in terms of Article 35 (2), by having signed the Korean Armistice Agreement.

On 13 December, the First Committee adopted the Mongolian draft resolution, as amended, by a roll-call vote of 63 to 18, with 19 abstentions. The representative of the United States withdrew his draft resolution.

The representative of the Republic of Korea who, at the invitation of the Chairman, had taken a seat at the Committee table, stated that the Republic had already co-operated closely with the United Nations, while the communist régime in the North had consistently denounced the United Nations objectives in Korea. He appealed to the Members of the General Assembly to help the Korean people realize their desire to take their place within the Organization.

In reply to a cable by which the Acting Secretary-General had transmitted the Committee's resolution to the Minister of Foreign Affairs of the Democratic People's Republic of Korea, the Minister, in a cable dated 19 December, stated, *inter alia,* that the conditional invitation which had been extended by the Committee was unjustified and contrary to the principles of the United Nations. His Government, which had always respected and recognized the United Nations Charter and had never violated it, would not recognize and would declare null and void any resolution which might be adopted without the participation and the consent of its representatives.

There was further discussion in the Committee of whether the reply from the Government of the Democratic People's Republic of Korea constituted an acceptance of the invitation extended to that Government. The representative of the USSR, having stated that the reply had confirmed the willingness of that Government to participate in the discussion, proposed that further discussion be adjourned until the resumed sixteenth session of the General Assembly, in order to afford the representative of the Democratic People's Republic sufficient time to arrive at Headquarters. Several representatives spoke in favour of the Soviet proposal. A number of representatives maintained that the North Korean régime had already rejected the Committee's invitation and had not recognized the competence and authority of the United Nations to take action on the Korean question. On 19 December, the Committee rejected the USSR proposal by 41 votes to 20, with 24 abstentions.

After further discussion, the Committee adopted, by a roll-call vote of 54 to 17, with 22 abstentions, a United States proposal that the First Committee, having noted that the communication from the Democratic People's Republic of Korea did not accept unequivocally the competence and authority of the United Nations to deal with the Korean question, decided that there was no basis for participation by the representative of the Democratic People's Republic of Korea in the discussion of the question.

On 19 December, when the Committee began consideration of the substance of the question, it had before it three draft resolutions. The first, submitted by the Mongolian People's Republic, provided that the General Assembly would invite the States maintaining armed forces in South Korea to withdraw those forces immediately from Korean territory. The second, submitted by the Union of Soviet Socialist Republics, provided that the General Assembly would decide to dissolve UNCURK. The third, submitted by Australia, Belgium, Canada, Colombia, France, Greece, Luxembourg, the Netherlands, New Zealand, Philippines, South Africa, Thailand, Turkey, the United Kingdom of Great Britain and Northern Ireland and the United States of America, provided, in the preambular part, that the General Assembly, *inter alia,* would: (*a*) note that the United Nations forces which had been sent to Korea in accordance with resolutions of the United Nations had in greater part already been withdrawn, and that the Governments concerned were prepared to withdraw their remaining forces from Korea when conditions for a lasting settlement laid down by the General Assembly had been fulfilled; and (*b*) recall that the United Nations, under its Charter, was fully and rightfully empowered to take collective action to repel aggression, to restore peace and security and to extend its good offices to seeking a peaceful settlement in Korea. The operative part provided that the Assembly should: (1) reaffirm that the objectives of the United Nations in Korea were to bring about, by peaceful means, the establishment of a unified, independent and democratic Korea under a representative form of government, and the full restoration of international peace and security in the area; (2) urge that continuing efforts be made to achieve these objectives; and (3) request UNCURK to continue its work in accordance with the relevant resolutions of the General Assembly.

The representative of UNCURK stated that the Korean question centered on the attainment of the main objectives of the United Nations in Korea, the establishment of a unified, independent and democratic Government for the whole peninsula. The Commission had been convinced that the objectives of the United Nations in Korea should be maintained and that the Republic should be safeguarded against outside aggression.

The representative of the USSR, speaking in support of the Mongolian and Soviet draft resolutions, stated that the question of unification was not an international question, and the United Nations had no jurisdiction over it. The United Nations had established UNCURK, which was designed to intervene in the internal affairs of the Korean people, under the pressure of the United States and its allies. The Commission had covered up the aggressive United States policy in South Korea and had misinformed the United Nations and world public opinion about the true situation in the country. The United Nations could make a contribution to the welfare of the Korean people and the peace and security of the Far East by demanding the withdrawal of all United States and other foreign troops from South Korea and by dissolving UNCURK. Among those who expressed support for the Mongolian and USSR draft resolutions were the representatives of Albania, Cuba, Czechoslovakia, Hungary, Poland and Romania.

The representative of the United States, in support of the fifteen-Power draft resolution, stated that the United Nations action in Korea represented the first example of collective action under the Charter to repel aggression. The United Nations forces were in South Korea at the request of the Government of the Republic, since there was no assurance that the aggression of which South Korea had been the victim in 1950 would not recur. The withdrawal of these forces before the Korean problem had been settled would invite another "war of liberation" from the north, supported again by the Chinese communists. Moreover, the dissolution of UNCURK would be a grievous blow to the Korean people, who would interpret it as their abandonment by the United Nations. Support for the fifteen-Power draft resolution was expressed by the representatives of Australia, New Zealand, Philippines and Thailand.

The representative of India stated that although UNCURK had not indicated any progress towards the solution of the problem, his delegation saw certain encouraging signs. Both North and South Korea desired peaceful unification of the country through free elections which, in the view of his delegation, had to be held under international supervision in a form acceptable to both sides. Moreover, the Chinese People's Volunteers had been withdrawn from the North. The United Nations forces in South Korea had been reduced, and the evacuation of the remainder would facilitate a political solution. The dissolution of UNCURK would not be advisable at the present stage, unless it were replaced by a more acceptable and effective body, or until the Korean problem had been solved.

On 20 December, after the Committee had decided, on a United Kingdom motion, to close the debate, the representatives of the USSR and Mongolia withdrew their respective draft resolutions.

On 20 December, the First Committee approved the fifteen-Power draft resolution by a roll-call vote of 55 to 11 with 20 abstentions, with Afghanistan not participating in the vote. On the same day, the General Assembly adopted the draft resolution by a roll-call vote of 60 to 11, with 27 abstentions (resolution 1740 (XVI)).

PROBLEM OF EX-PRISONERS OF THE KOREAN WAR

On 20 December, the representative of India, in the course of the discussion in the First Committee, reported that all the former prisoners of war who had been taken to India had been resettled in the countries of their choice. Eleven of them had opted for India.

19. The question of Tibet

On 18 August 1961, the Federation of Malaya and Thailand proposed that "The question of Tibet" be included in the agenda of the sixteenth session of the General Assembly, and recalled that in resolution 1353 (XIV) the Assembly had called for respect for the fundamental human rights of the Tibetan people and for their distinctive cultural and religious life. Despite that appeal the systematic disregard of the fundamental human rights of the Tibetan people had continued. Because of the extreme pressure of work, the Assembly had not found it possible to consider the item at its fifteenth session and consequently no positive action had been taken. As the situation in Tibet still remained a source of grave concern, the two delegations hoped that renewed consideration of the question by the United Nations would pave the way for the restoration of the religious and civil liberties of the Tibetan people.

On 25 September 1961, the General Assembly, on the recommendation of its General Committee, included the item in its agenda, and on 27 September it further decided to consider it at its plenary meetings without prior reference to one of its Main Committees. The item was discussed at two plenary meetings held on 19 and 20 December 1961.

On 12 December, El Salvador, the Federation of Malaya, Ireland and Thailand submitted a joint draft resolution on the subject. It provided that the General Assembly would, *inter alia*: (1) reaffirm its conviction that respect for the principles of the Charter and of the Universal Declaration of Human Rights was essential for the evolution of a peaceful world order based on the rule of law; (2) solemnly renew its call for the cessation of practices which deprived the Tibetan people of their fundamental human rights and freedoms, including their right to self-determination; (3) express the hope that Member States would make all possible efforts as appropriate towards achieving the purposes of the present resolution.

During the general debate, a number of representatives, speaking in favour of the draft resolution, maintained that the situation in Tibet had not improved since the adoption of resolution 1353 (XIV). On the contrary, matters had become increasingly grave, as the repression of the Tibetan people was continuing relentlessly. Consequently, no less than 45,000 Tibetans had taken refuge in India, Nepal, Sikkim and Bhutan. Reports from those refugees indicated that an increasingly large number of Tibetans had been conscripted for forced labour, children were being forcibly separated from their families and deported to China for indoctrination, religious institutions and beliefs were being suppressed and well over a thousand monasteries had been destroyed. The Legal Inquiry Committee appointed by the International Commission of Jurists had confirmed those reports and had listed sixteen separate articles of the Universal Declaration of Human Rights which were being violated in Tibet.

A number of representatives from Eastern Europe held that Tibet had always been an integral part of China and that discussion of the question by the Assembly accordingly constituted interference in the internal affairs of the People's Republic of China and a flagrant violation of the Charter of the United Nations. The failure of the rebellion of feudal and reactionary elements in 1959, together wth the fact that the Government of the People's Republic of China was fully supported by the majority of the Tibetan people, had caused fury and disappointment among the foreign allies of the Tibetan feudalists. In the campaign against the People's Republic of China the support of a so-called investigating committee of international jurists had also been cited. The objective of that campaign was to bring about a return of the feudalists and reactionaries who for centuries had kept the people of Tibet in subjugation and poverty. Since the liquidation of the rebellion of reactionaries in 1959, the people of Tibet had made enormous progress: democratic freedoms and the rights of the population had been restored, the economy of Tibet was developing in all fields and there was also full religious freedom.

The sponsors of the item, on the other hand, maintained that the Assembly was fully justified in discussing the Tibetan question just as it had in the past considered a number of questions involving colonialism, self-determination and observance of human rights. Violations of human rights on the scale which had occurred in Tibet could not be ignored by the United Nations. It was therefore important to reaffirm the rights of the people of Tibet, to demand that those rights be duly respected and to seek the restoration of the traditional liberties of the Tibetan people. The representative of the United Kingdom stated that his Government had in the past recognized Chinese suzerainty over Tibet only on the condition that Tibet retained its autonomy. The United Kingdom could not agree that any such suzerainty entitled the Chinese Government to claim immunity from world condemnation for depriving the Tibetan people of their fundamental human rights

On 20 December 1961, the General Assembly adopted the four-Power draft resolution by a roll-call vote of 56 to 11, with 29 abstentions (resolution 1723 (XVI)).

20. Question of the representation of China in the United Nations

Restoration of the lawful rights of the People's Republic of China in the United Nations

In a letter dated 17 September 1961 New Zealand requested the inclusion of the "Question of the representation of China in the United Nations" as an additional item in the agenda of the sixteenth session of the General Assembly. The attached explanatory memorandum noted the growing desire of Member States for a full discussion of the question, substantive examination of which had been deferred by the General Assembly for some years, and expressed the belief that the matter should be fully discussed at the sixteenth session with a view to ensuring that any action taken would be based on the principles of the Charter and a thorough examination of all the relevant factors.

On 18 September 1961 the Union of Soviet Socialist Republics requested the inclusion of a further additional item, "Restoration of the lawful rights of the People's Republic of China in the United Nations". In the attached explanatory memorandum it was charged that for almost twelve years the artificial exclusion of the People's Republic of China, one of the world's largest States, from the work of the United Nations had seriously hampered the examination of a number of important international questions. Because of the opposition of certain Governments, notably that of the United States, which took a negative attitude toward the State system established by the Chinese people, China's place as a founder-Member of the Organization and a permanent member of the Security Council was still unlawfully occupied by representatives of the "Chiang Kai-shek clique" which had long ago been overthrown by the Chinese people. During that period the People's Republic had achieved outstanding political, economic and social successes, and its peaceful foreign policy and increasing role in international affairs were recognized by Member States in Asia, Africa, Latin America and other continents. The restoration of the lawful rights of the People's Republic in the United Nations and the removal of the representatives of the "Chiang Kai-shek clique" would be a major contribution to improvement of the international situation and assist the United Nations in the accomplishment of its functions under the Charter. Further postponement of a solution to the problem would be intolerable.

The inclusion of the two items was recommended by the General Committee on 21 September, by a vote of 15 to none with 5 abstentions in the case of the New Zealand proposal and by a vote of 7 to 3 with 10 abstentions in the case of the item proposed by the USSR. On 25 September the General Committee's recommendation was approved by the General Assembly, which considered the two items jointly at twelve plenary meetings held between 1 and 15 December.

On 27 October the USSR submitted a draft resolution under which the General Assembly, considering it necessary to restore the lawful rights of the People's Republic of China in the United Nations and bearing in mind that only representatives of the Government of that Republic were competent to occupy China's place in the United Nations, would resolve to remove immediately from all United Nations organs the representantives of the "Chiang Kai-shek clique" and would invite the Government of the People's Republic to send its representatives to participate in the work of the United Nations and all its organs.

On 1 December a second draft resolution on the subject was submitted by Australia, Colombia, Italy, Japan and the United States of America. Under that draft the General Assembly, noting the divergence of views concerning the representation of a founder-Member named in the Charter, recalling that the inscription of the matter on the agenda had repeatedly been requested as an item of an important and urgent character, and recalling further the recommendation in General Assembly resolution 396 (V) that questions involving the claim of more than one authority to be the government entitled to represent a Member State in the United Nations should be considered in the light of the purposes and principles of the Charter and the circumstances of each case, would decide in accordance with Article 18 of the Charter that any proposal to change the representation of China was an important question.

Opening the debate the representative of the USSR said that the issue was a straightforward one. Twelve years earlier the Chinese people had evicted a corrupt ruling group and had brought to power a people's Government which had transformed China from a semi-colonial country into a rapidly advancing socialist State whose foreign policy was based on the principles of peaceful co-existence. The People's Republic had been an active participant in the Bandung and other conferences and had established diplomatic relations with over forty States in Asia, Africa, Europe and America. Nevertheless, the United States and other Powers to which China's new social structure was distasteful had by various means prevented the People's Republic from occupying China's seat in the United Nations. The five-Power draft resolution was a new stratagem to block a solution by illegitimately complicating a simple question of credentials. There were not two Chinese governments; Taiwan was an inalienable part of China, and without the financial and military support of the United States the Chiang Kai-shek group installed there would rapidly be swept away by the people. Common sense and the interests of the Organization demanded an immediate decision to restore the lawful rights of the People's Republic in the United Nations.

The representative of China rejected the view that his Government's right to representation in the United Nations was open to question. The Government he represented was the legitimate continuation of the Government of China represented at San Francisco. From the viewpoints both of constitutional law and of the principles of the United Nations it was above reproach. In contrast, the Communist régime in mainland China was an alien régime established with the military and economic aid furnished by the Soviet Union in violation of treaty obligations. Its international conduct was openly at odds with the Charter and it had no claim to represent the Chinese people. If the Chinese people were able by a free vote supervised by the United Nations to choose their representation in the United Nations his Government would abide by the results of such a plebiscite.

Introducing the five-Power draft resolution, the representative of the United States urged the Assembly to reaffirm the position that the question of the representation of China was of transcendent importance and should be considered in the light of the purposes and principles of the Charter. It would be unthinkable to expel the Republic of China to make room for a predatory régime which had shown nothing but contempt for the Organization. In effect the United Nations was being asked to endorse Peking's plans to conquer Formosa. The advocates of Peking's admission should seek rather to persuade its rulers to accept the standards of the community of nations. Other representatives emphasized the far-reaching political and moral issues involved; a complicated question with profound implications for the Organization and for world peace could not be resolved by a simple procedural means. Any attempt to do so would, the representative of Australia said, create at least as many problems as it would solve and be damaging to the United Nations and to the structure of international relationships in the North-West Pacific and North-East Asia. The representative of Japan pointed out that two authorities, each with treaty ties with a Great Power, claimed the status of lawful Government of China. In seeking a solution all the relevant factors and the provisions of the Charter must be taken into account.

Support for the five-Power draft resolution was also expressed by some delegations favouring the entry of the Chinese People's Republic into the United Nations. Thus, the representative of Senegal rejected the link that had been made between the seating of the People's Republic and exclusion of the Republic of China and suggested that the ten-year old problem was a unique one which was undoubtedly covered by the provisions of Article 18(2) of the Charter. The United Kingdom representative said that his delegation's objective in supporting the five-Power draft resolution was not to push the problem aside, since the facts of international life required the presence of the Chinese People's Republic in the Organization. The aim of the United Nations must be to reach a solution acceptable to a wide majority of Member States and as fair to all interested parties as the circumstances permitted. The United Kingdom vote for the Soviet draft resolution was without prejudice to the United Kingdom position that sovereignty over the island of Formosa was undetermined, as was the question of who was to represent Formosa.

A number of delegations, some of which did not support the five-Power draft, called for efforts to reach an equitable and orderly solution. The representative of Sierra Leone favoured negotiations with the countries concerned on the basis of acceptance of the existence of the People's Republic, recognition of the right of the Nationalist Government of China also to be represented, and due regard for the views of those countries which had championed the latter Government and were anxious to seek a satisfactory solution. The possibility of creating appropriate machinery for this purpose was suggested by various representatives, among them the representatives of Cyprus, the Federation of Malaya, and Nigeria.

The five-Power draft resolution was opposed by the great majority of the delegations which supported the Soviet draft. The representative of Sweden said that the question of Chinese representation, important as its political implications were, remained a question of credentials. United Nations recognition of Communist China would not foreclose the question of Formosa; moreover, while delay would not lessen the difficulties of adjustment, certain provisional arrangements would be possible. The representative of Ceylon rejected the five-Power draft as procedural obstructionism; the enforced isolation of the Chinese people weakened the Organization and could not exacerbate existing tensions. The representative of Ghana warned that adoption of the proposal would set a dangerous precedent if a two-thirds majority were to be required to seat the representatives of a new Government whenever a revolutionary change of government took place in a Member State. The issue was not what to do with the former government of China, or the fate of Formosa, but how to enable the effective government of China to take its seat in the United Nations. In the view of many of these delegations the contention that there were two governments of China was a fiction introduced to complicate the issue and avoid a solution.

On 12 December Cambodia, Ceylon and Indonesia submitted an amendment to the Soviet draft resolution to delete the operative paragraphs and insert a new operative paragraph under which the Assembly would decide in accordance with the above declaration that the representatives of the Government of the People's Republic of China be seated in the United Nations and all its organs.

On 15 December the Assembly voted on the draft resolutions and the amendment before it. A motion to give priority to the five-Power draft resolution having been adopted by a roll-call vote of 61 to 21, with 20 abstentions, that draft resolution was put to the vote first and was adopted by a roll-call vote of 61 to 34, with 7 abstentions (resolution 1668 (XVI)). A vote by roll call was then taken on the words "in accordance with the above declaration" in the three-Power amendment to the Soviet draft resolution. The words were rejected by a vote of 23 in favour to 41 against, with 39 abstentions. The remaining part of the amendment was also rejected, there being 30 votes in favour, 45 against and 29 abstentions. The Soviet draft resolution was also not adopted, the result of the vote being 36 in favour, 48 against, with 20 abstentions.

21. The question of Hungary

On 16 September 1961, the United States requested that the item entitled "Question of Hungary" be included in the agenda of the General Assembly at its sixteenth session. The United States recalled that the United Nations Representative on Hungary had stated in his report of 23 November 1960 that the people of Hungary were subject to foreign domination, that troops of an alien power remained on their soil, and that, in consequence, the Hungarian people were denied the elementary human right of freely choosing those whom they wished to govern them. The United States further recalled that the General Assembly had been unable to consider that report at its fifteenth session and maintained that the situation had remained substantially unchanged, as there had been neither free elections nor a general amnesty, a large number of Soviet troops remained in Hungary, and no United Nations representative had been allowed to enter the country to seek compliance with United Nations resolutions.

On 25 September, the Assembly decided by 51 votes to 15, with 30 abstentions that the item should be included in the agenda and that it should be discussed in plenary.

In a report published on 1 December, the United Nations Representative on Hungary stated that the question of Hungary was fundamentally one of the repression of the right of self-determination. It was also a question of whether a great Power, having violated its obligation under the Charter to refrain from the use of force, could assert that its own actions were not the legitimate concern of the United Nations. The report recalled the previous reports submitted and relevant resolutions adopted during the five years in which the question had already been before the General Assembly. It deplored the fact that none of the resolutions calling for the withdrawal of Soviet forces from Hungary had ever been implemented. Despite adversity and repression Hungarian national feeling remained alive, to the evident discomfort of the régime, which had felt bound to make a few concessions. Millions of petitions had been circulated in many countries requesting, *inter alia,* the release of political prisoners, the withdrawal of foreign troops and free elections under United Nations supervision.

In a communication dated 12 December to the Secretary-General, the Chairman of the Hungarian delegation expressed regret that the Secretariat had been unable to prevent the circulation of the report of the United Nations Representative on Hungary. The Hungarian delegation attached a statement describing the report as a condensed variant of the previous report and as a cold-war product reiterating the demands of the United States. All the problems raised in the report fell exclusively under the internal jurisdiction of the Hungarian people. Discussion of the question was designed to distract the attention of the Assembly from real and important tasks and to use Hungary as a pretext for an attack against countries with a socialist type of society.

When the General Assembly considered the question of Hungary on 21 December, it had before it a draft resolution sponsored by China, Colombia, Costa Rica, Federation of Malaya, France, Guatemala, Italy, Luxembourg, New Zealand, Nicaragua, Panama, Philippines, Spain, United Kingdom, United States and Uruguay. According to this draft resolution, the General Assembly, having considered the report of the United Nations Representative on Hungary, who was responsible to the General Assembly for reporting on significant developments relating to the implementation of the resolutions of the General Assembly on Hungary, would deplore the continued disregard by the Union of Soviet Socialist Republics and the present Hungarian régime of the General Assembly resolutions concerning the situation in Hungary.

The representatives of the United States, Australia and the United Kingdom called again on the USSR and Hungary to comply with the resolutions adopted by the General Assembly and deplored the continued violation of the human rights of the Hungarian people, which was a challenge to the principles of the Charter. The representatives of Hungary and the USSR opposed discussion of the question as interference in the domestic affairs of a Member State and protested that the United States had insisted on reviving a question which had been exhausted so as to be able to create a cold-war atmosphere.

On the same day, the sixteen-Power draft resolution was adopted by 49 votes to 17, with 32 abstentions (resolution 1471 (XVI)).

22. The status of the German-speaking element in the Province of Bolzano (Bozen)

Implementation of resolution 1497 (XV) of 31 October 1960

On 18 July 1961, Austria requested the inclusion in the agenda of the sixteenth session of the General Assembly of an item entitled "The status of the German-speaking element in the Province of Bolzano (Bozen); implementation of General Assembly resolution 1497 (XV) of 31 October 1960." In an explanatory memorandum submitted on 25 July, it was stated that in accordance with General Assembly resolution 1497 (XV) Austria and Italy had resumed their bilateral negotiations early in 1961 and had held meetings at Milan on 27 and 28 January, at Klagenfurt, on 24 and 25 May and at Zurich on 24 June 1961. As it had proved impossible to reach a narrowing-down of the differences of opinion, Austria had proposed to Italy at the Zurich meeting that negotiations be entered into on the selection of another peaceful means for the settlement of the dispute, and had suggested the establishment of an international commission of inquiry to examine the facts of the situation. Italy, on the other hand, had taken the view that the most appropriate peaceful means would be to submit the question to the International Court of Justice. Austria had formulated its proposal in a *note verbale* of 4 July to which it had so far not received a reply. In the circumstances, Austria felt compelled to propose the inscription of the question on the agenda in good time in order to seek the Assembly's assistance in selecting another peaceful means for the solution of the dispute, in accordance with the previous resolution.

On 22 September, Italy stated in a memorandum that Austria's request for inscription of the item had been made regardless of the fact that the negotiations recommended in paragraph 1 of resolution 1497 (XV) could not be considered as terminated. Austria continued to request the establishment of the Province of Bolzano as an autonomous region with legislative and executive powers, separated from the Trentino-Alto Adige Region. Italy had continued to maintain that it had executed the Paris Agreement of 5 September 1946 and reiterated its willingness to submit to a binding judgement of a competent body the interpretation and implementation of that Agreement, and had made a series of substantial offers which it believed worthy of a more careful examination and called for a more constructive attitude on the part of Austria. However, in a note of 4 July, Austria had stated that it considered the negotiations on paragraph 1 of resolution 1497 (XV) terminated and had asked to proceed to operative paragraph 2 of that resolution. In spite of its conviction that such a step was unjustified and premature, Italy, in order to reach a satisfactory solution, declared itself ready to consider that paragraph. However, a few days after the delivery of the Austrian note, extremely serious events had occurred for which Italy held the Austrian Government responsible. Moreover, a new series of acts of violence had begun on 12 July, embracing other Italian provinces and even directed against international communications. Those events had induced the Italian Government to delay temporarily any reply to the Austrian note. While Italy was not prepared to accept the proposal for a committee of inquiry *in loco*, it would renew its suggestion of an appeal to a jurisdictional body such as the International Court of Justice. Austria had chosen to refer the matter again to the General Assembly, a move which Italy regretted because it was still prepared to make every possible effort towards the implementation of resolution 1497 (XV).

On 25 September, on the recommendation of its General Committee, the General Assembly decided to include the item in its agenda and on 27 September allocated it to the Special Political Committee for consideration and report. The Special Political Committee considered it at six meetings held between 15 and 23 November 1961.

Opening the debate on 31 October, the Foreign Minister of Austria stressed the importance of General Assembly resolution 1497 (XV) and stated that while his country believed that the application of the principle of self-determination would have been the best possible solution, it would not press that point lest it be accused of pursuing revisionist aims. During the bilateral negotiations, Austria had maintained that the Bolzano Region should be given complete autonomy, consistent with Article 2 of the Paris Agreement and Article 114 of the Constitution of Italy. Austria had therefore suggested the establishment of an international commission of inquiry to make an on-the-spot study consistent with operative paragraph 2 of resolution 1497 (XV). As Italy had made no response to that suggestion, Austria was forced once again to seek the help of the Assembly for a speedy and peaceful settlement of the dispute.

The Foreign Minister of Italy regretted the fact that the Assembly was seized with the item again, as his Government felt that Austria had acted with unjustified haste in again requesting the inscription of the item. At its previous session the Assembly had recognized the legal nature of the dispute and had rejected Austrian contentions which were not based on the Paris Agreement and, in particular, the thesis that self-determination was the most satisfactory solution. Nevertheless, during their negotiations, Austria had continued to insist on self-determination for the Bolzano region despite the provisions of resolution 1497 (XV). Italy had reaffirmed its willingness to give satisfactory guarantees for the delegation of administrative powers to the Province of Bolzano, yet Austria had reiterated its demand for a new and complete autonomy for that province and had insisted that negotiations should pass on to operative paragraph 2 of resolution 1497 (XV).

The Foreign Minister of Italy then referred to certain acts of violence in the territory of Bolzano which appeared to have been co-ordinated and executed in accordance with a pre-established plan. In that respect Italy had proof of the responsibility of certain Austrian associations.

During the debate which followed the two statements, the participating representatives expressed their friendship for both countries and their regret that bilateral talks had not yet produced the desired result, and urged the parties to continue their efforts in further negotiations. A number of them stated that the General Assembly could best contribute to a solution of the problem by urging both parties to continue their efforts in accordance with the recommendations of resolution 1497 (XV). If those efforts were to prove fruitless, they considered that recourse to the International Court of Justice or to another body agreed upon by both parties might be the most promising method of achieving a settlement. A number of other representatives expressed the view that the question was not wholly a legal one, but that matters of vital importance, involving political and human considerations, were implicit in the very nature of the dispute. It was suggested that a good offices committee might be appointed by the Assembly to help the two countries to reach an agreement. It was also felt that recourse to the International Court of Justice was not incompatible with the establishment of an international commission of investigation, and the suggestion was made that the United Nations Secretariat, with the agreement of the two parties, might appoint an official to participate in the negotiations.

On 22 November, Cyprus, India and Indonesia submitted a draft resolution under the terms of which the Assembly would: (1) invite the two parties concerned to continue their efforts in bilateral negotiations towards a solution on the basis of the Paris Agreement of 5 September 1946, as recommended by General Assembly resolution 1497 (XV); (2) recommend that in the event of failure of such efforts the parties agree upon the designation of organs or persons for the purpose of facilitating the further implementation of the said resolution; and (3) further recommend that they continue to refrain from any actions which might impair their friendly relations.

The Foreign Minister of Italy stated that the draft resolution was unacceptable to his Government as in its preambular part it reflected the Austrian interpretation of the facts by implying that the bilateral negotiations had ended in June 1961 and in the operative part shifted the basis of the discussion from the position taken in resolution 1497 (XV), which was that the peaceful and just solution lay in the implementation of the Paris Agreement. Moreover, the draft resolution overlooked the acts of violence that had already taken place.

The Foreign Minister of Austria stated that, although the three-Power draft resolution did not entirely satisfy his Government, Austria regarded it as a serious attempt at finding a solution.

On 23 November, Cyprus, on behalf of the co-sponsors, introduced a revised text of their draft resolution, under the terms of which the General Assembly, recalling resolution 1497 (XV) and noting with satisfaction the negotiations which were taking place between the two parties concerned and noting further that the dispute remained as yet unresolved, would call for further efforts between the two parties concerned to find a solution according to operative paragraphs 1, 2 and 3 of the previous resolution.

The revised draft was subsequently also sponsored by Argentina, Chile, Greece, Guatemala, Ireland, Panama, Peru, Sweden, the United Arab Republic, Uruguay and Yemen. The Special Political Committee approved the revised draft resolution unanimously, and on 28 November the General Assembly unanimously adopted it as resolution 1661 (XVI).

23. Complaints by Cuba

A. CONSIDERATION BY THE GENERAL ASSEMBLY

(i) *Request for inscription of the item*

On 8 August 1961, Cuba requested the inclusion in the agenda of the General Assembly's sixteenth session of the item entitled: "Threats to international peace and security arising from new plans of aggression and acts of intervention being executed by the Government of the United States of America against the Revolutionary Government of Cuba". An explanatory memorandum submitted on 28 August recalled charges of United States intervention and aggressive acts against Cuba brought before the United Nations during 1960-1961, and stated that, despite denials by United States representatives in the United Nations, a "punitive expedition" had been undertaken against Cuba in April 1961 with the financial and military support of the Government of the United States. The memorandum charged the United States with continuing to encourage and promote plans for military intervention in Cuba.

On 21 September 1961, the Assembly's General Committee, on a motion by the United States, decided that the item should be amended to begin with the words "Complaint by Cuba of...", and recommended its inclusion in the agenda as amended.

The General Assembly, on 27 September, decided to allocate the item to the First Committee for consideration and report.

Subsequent to the inscription of the item on the Assembly's agenda, further communications were received from the Cuban representative, containing charges of United States intervention in Cuba's internal affairs. Also, in a letter dated 30 October, Guatemala protested against charges made by Cuba of Guatemalan participation in the April invasion of Cuba.

In November, Cuban charges of United States intervention in the Dominican Republic were considered by the Security Council (see section B (i) below).

On 20 December, just before the conclusion of the first part of the Assembly's sixteenth session, the First Committee decided, at the suggestion of its Chairman, to postpone consideration of the Cuban complaint because of the lack of time available to the Committee. It so informed the Assembly, which took note of the Committee's report on 21 December.

Prior to the resumption of the session in February 1962, the Secretary-General of the Organization of American States transmitted for the information of the Security Council the Final Act of a meeting held at Punta del Este, Uruguay, by the American Ministers of Foreign Affairs (see section B (ii) below).

(ii) *Discussion of the item*

The First Committee considered the Cuban complaint at the resumed sixteenth session of the General Assembly at thirteen meetings held between 5 and 15 February 1962.

On 3 February, Czechoslovakia and Romania submitted a draft resolution by which the General Assembly would: (1) make an urgent appeal to the Government of the United States to put an end to the interference in the internal affairs of Cuba and to all the actions directed against the territorial integrity and political independence of Cuba; and (2) call upon the Governments of Cuba and the United States to settle their differences by peaceful means, through negotiations, without recourse to the use of force.

In the debate, the Cuban representative charged that since the triumph of the Cuban revolution the United States had conducted a relentless campaign against Cuba which had culminated in the air raids and the landings of mercenary forces in Cuba in April 1961. After the defeat of those forces by the Cuban people, the United States Government had not only continued but had intensified its aggressive actions and was again threatening Cuba with unilateral intervention. He presented charges, *inter alia,* that the United States was supplying funds to Cuban counter-revolutionaries to carry out espionage and sabotage inside Cuba, and that mercenary forces to be used against Cuba were being trained at military bases located at various points in the United States, the Dominican Republic, Puerto Rico, Nicaragua, Panama and Guatemala, and at the United States naval base at Guantanamo, Cuba. Persisting in its diplomatic manoeuvres, the United States had induced the Council of the Organization of American States to convene a Meeting of Consultation of

Ministers of Foreign Affairs of the American Republics under the Inter-American Treaty of Reciprocal Assistance, without in fact fulfilling any of the requirements laid down by that Treaty for such a meeting. Owing to pressure and blackmail, the Meeting had adopted a motion for Cuba's exclusion from the OAS even though no provision was made for such a measure in the Treaty or in the OAS Charter. That step, which he maintained had been taken only because Cuba had a social system not to the liking of the United States Government, was a flagrant violation of the Charters of the OAS and of the United Nations and opened the way for future United States interference in Latin America. Following the Punta del Este meeting, the United States had imposed a total trade embargo on Cuba and was enlisting the support of other countries to disrupt Cuba's economic relations. Allegations of extra-continental intervention in the western hemisphere and of Cuba's designs to export its revolution were pretexts for inter-continental intervention of the United States, he said. Cuba had no desire to change the government of any country nor would it tolerate any attempt to change its own form of government. He called upon the United Nations to take steps to prevent the United States from carrying out its aggressive plans against Cuba.

The United States representative declared that his Government had not prepared and was not preparing any aggression against Cuba. The Cuban charges, unsubstantiated and repetitious, were an attempt to divert attention from the action taken at the OAS meeting at Punta del Este. The Foreign Ministers of the American States had met at Punta del Este because they were convinced of the need to act collectively to maintain peace and security in the western hemisphere and to safeguard their co-operative efforts for social and economic advancement within the framework of free and democratic institutions, as contemplated in the Alliance for Progress programme. The meeting had demonstrated the unanimous belief of the American States that Cuba's Government was incompatible with the principles and objectives of the inter-American system, and had determined that the present Government was a threat to peace in the hemisphere because of its subversive activities and subservience to foreign Powers. The Punta del Este meeting, he continued, had also confirmed that Cuba stood alone in the Americas and that the Cuban problem was a multilateral problem of the Americas, not a bilateral problem between Cuba and any single American Government. The United States representative went on to charge that Cuba was indoctrinating and training hundreds of Latin Americans to agitate in favour of the Castro régime and to undermine their own Governments; that Cuban diplomatic personnel had encouraged and financed subversion throughout Latin America; and that Cuban radio broadcasts beamed at Latin America had often called for the violent overthrow of established Governments. Cuba, he asserted, had become a bridgehead of Sino-Soviet imperialism in the western hemisphere. It was in the face of such a threat to their security and freedom that the American Republics had acted with a high degree of unanimity at the Punta del Este meeting. He hoped that the Committee would reject any draft resolution that equated unsupported charges with the decisions of the American States to defend themselves from subversion and to work together for economic and social progress, in conformity with the principles of the United Nations Charter.

In the debate, the representatives of the socialist States supported the Cuban charges. In their view, the Cuban representative had presented ample evidence of direct interference by the United States in Cuba's internal affairs, and, in particular, of the military preparation which were being made by the United States for further aggression against Cuba. They pointed out that similar preparations had preceded the invasion of Cuba in April 1961, for which the United States had been responsible, and stressed that the continued aggressive acts of the United States against Cuba constituted a threat to international peace and security. They held that the United States had consistently refused to enter into negotiations with Cuba, and was utilizing the OAS as an instrument for its aggressive plans against that country. The convocation of the Punta del Este meeting and the decisions taken there, which had been far from unanimous, had made it clear that the United States was preparing the ideological and legal basis for intervention not only in Cuba but in other Latin American countries. They emphasized that the United Nations had a duty to protect small nations against threats to their territorial integrity and independence, and that the draft resolution of Czechoslovakia and Romania calling for negotiations was the minimum action that the United Nations should take with regard to the Cuban complaint.

A number of Latin American representatives opposed the two-Power draft resolution on the grounds that it was predicated upon assertions which had not been proved, and that the OAS, which was the proper body to deal with the problem of Cuba, had already taken steps in that respect. The representatives of the Dominican Republic and Guatemala denied charges that the United States had training bases within their countries, and charged that it was Cuba's régime which was interfering in the internal affairs of their countries.

As regards the Punta del Este meeting, the Latin American spokesmen stressed that none of the OAS resolutions could be regarded as acts of aggression against Cuba; they had been adopted in order to protect the sovereignty of American States against the subversive activities of international communism, which constituted a serious threat to peace of the Americas, and were entirely in accord with inter-American law. While it was true that the United Nations Charter presupposed the peaceful coexistence of States with different political systems, membership in the OAS involved a pledge to observe the principle of representative democracy as well as other principles and practices based on its Charter, the resolutions of its conferences and the relevant treaties and conventions. Therefore, any American State which renounced those principles, as Cuba had done, automatically placed itself outside the inter-American system. Neither had the resolutions taken at Punta del Este constituted interference in Cuba's internal affairs, for collective action under the OAS Charter could not be regarded as a violation of the principle of non-intervention.

Representatives of the Asian-African Members stressed the importance of peaceful coexistence and tolerance of different social and political systems for the preservation of peace and referred to the Belgrade Conference of Non-Aligned Countries in 1961, where the participating countries had recognized the right of Cuba, as of any other nation, to adopt the system of government best suited to its conditions and needs, without outside interference. Several representatives in this group pointed out that since the question under consideration involved the principles of non-intervention, self-determination and the peaceful settlement of disputes, it was incumbent upon the General Assembly to reaffirm those principles and to appeal to the parties to seek a peaceful settlement of their differences through negotiations.

On 15 February, the two-Power draft resolution was voted in parts and was not approved. The First Committee, therefore, submitted no recommendation to the General Assembly on the item.

On 17 February, the Mongolian People's Republic submitted a draft resolution in the plenary by which the General Assembly would recall that it was the permanent aim of the United Nations to develop friendly relations based on respect for the principle of equal rights and self-determination and non-interference in the internal affairs of any State. The text was similar to a preambular paragraph in the two-Power draft resolution which had received a majority of votes in the First Committee, but which had lapsed when the operative paragraph were rejected.

The representative of the Mongolian People's Republic, in introducing his resolution on 20 February, stated that inasmuch as no Member State had opposed, during the discussion and vote in the First Committee, the principles embodied in the new draft resolution, he trusted that they would be equally unopposed in the plenary.

The United States declared that the Mongolian draft resolution was a "transparent parliamentary manœuvre" which sought to force Members into the apparent dilemma of voting against self-determination or of adopting a resolution which would have an unintended effect. He opposed the draft resolution on the grounds that it came within the context of unproved Cuban charges against his country.

The representative of Cuba said that the attitude of the United States showed it was against a peaceful solution of the problem.

Separate votes were taken on various parts of the draft resolution, some of which were adopted. The draft resolution as a whole, however, was rejected by a roll-call vote of 45 against to 37 in favour, with 18 abstentions.

During consideration of the item, communications from Cuba and the USSR were received by the President of the General Assembly. In a letter dated 14 February 1962, Cuba stated that the United States, having been unable to persuade the other countries of the hemisphere to break off trade relations with Cuba, had carried out its plans of economic aggression by imposing a total embargo on United States trade with Cuba, in violation of the Charters of the OAS and the United Nations.

By a letter dated 19 February 1962, the USSR transmitted to the General Assembly a declaration of the USSR Government which stated, among other things, that Cuba was not alone, that it could rely on the aid and support of the Soviet and other peoples, and that the Soviet Government's warnings to the enemies of Cuba remained in force.

B. CONSIDERATION BY THE SECURITY COUNCIL

(i) *Letter dated 21 November 1961 from the Permanent Representative of Cuba addressed to the President of the Security Council*

On 21 November 1961, Cuba requested a meeting of the Security Council to consider its charges that the United States was carrying out a plan of armed intervention in the Dominican Republic in violation of that country's sovereignty and of the Charter of the United Nations. To that end, Cuba maintained, the United States had sent warships and aircraft carriers to the Dominican coast and had carried out flights over Dominican territory in an attempt to intimidate the Dominican people at the very moment when they had launched an attack against those who hoped to retain a system of "Trujillism without Trujillo" in the country.

The Security Council discussed the question at three meetings held on 22, 24 and 28 November. The representatives of Cuba and the Dominican Republic were invited to participate in the Council's debate.

In the discussion, the Cuban representative charged that by dispatching its fleet to the Dominican coast the United States was intervening in the present political crisis to bolster the tottering Balaguer régime, which was a continuation of the Trujillo dictatorship and which the Dominican people opposed. Moreover, United States action in the Dominican Republic was designed to create a precedent for intervention in Cuba and other Latin American countries. He called for condemnatory action by the Council and the immediate withdrawal of United States forces from the Dominican shores.

The United States representative replied that at no time had the United States naval or air forces been present in the territorial waters or air space of the Dominican Republic. The friendly presence of those forces on the high seas of the Caribbean had been undertaken with the full knowledge of the constitutional authorities and responsible leaders of the Dominican Republic, who were struggling to free the nation from years of dictatorship. The real threat to the Dominican Republic and other Caribbean countries, he maintained, came from those who, aided by the Communist bloc, were trying to frustrate efforts towards the democratization of the country.

The representative of the Dominican Republic denied that the United States had intervened in the domestic affairs of his country or that it had violated its territorial waters or air space. If there had been any intervention in the Dominican Republic, his Government would not have left it to Cuba to raise the question in the Council. As for the internal political situation, he stated *inter alia* that President Balaguer had succeeded in putting down a conspiracy which had been planned and undertaken by reactionary groups who had been disgruntled at the democratization of the country and sought the return of the Trujillos to power. In that situation, the presence of the United States fleet, confined as it was to the high seas of the Caribbean, had no doubt been a factor in preventing an invasion from Cuba, which sought to take advantage of the present difficulties to establish a totalitarian régime in the Dominican Republic.

The USSR representative said that events in the Dominican Republic showed that the Dominican people were against President Balaguer, who had formerly been associated with the Trujillo dictatorship and to whom the United States was giving its support in the present crisis. Referring to the United States fleet in the Caribbean, he expressed misgivings about the possibility of United States armed intervention in the affairs not only of the Dominican Republic but also of Cuba and asked that the fleet be withdrawn.

The representatives of Chile and Ecuador considered that there was no basis for the Cuban charges of United States intervention in the Dominican Republic or of an immediate threat to Cuba's sovereignty; therefore, while they supported the principle of non-intervention and believed that nothing could justify a breach of that principle, they saw no reason for any pronouncement by the Council on the question. Other members of the Council expressed similar views and the hope that the parties concerned would abide by the Charters of the United Nations and of the Organization of American States and would restore peace and stability in the Caribbean region.

At the conclusion of the debate, the President stated that the item would remain on the Council's agenda for further discussion if required.

On 7 December 1961, Cuba addressed to the President of the Security Council two communications relating to events in the Dominican Republic and denouncing continued intervention by the United States in that country as a threat to the peace in the Caribbean area.

(ii) *Communications to the Council from the Organization of American States*

By a letter dated 8 January 1962, the Secretary-General of the Organization of American States transmitted to the Security Council the text of a resolution adopted on 4 January 1962, which stated that the Council of the OAS, having considered that the Government of the Dominican Republic was no longer a danger to the peace and security of the hemisphere, resolved to cancel the measures of suspension of trade which had been agreed upon by the Sixth Meeting of Consultation of Ministers of Foreign Affairs as well as those agreed upon by the OAS Council in its resolution of 4 January 1961. A series of reports which had been submitted to the OAS Council on this question by its Special Committee and Sub-Committee were also transmitted to the Security Council.

Communication relating to the Punta del Este Meeting

By a letter dated 31 January 1962, the Secretary-General of the OAS transmitted to the Secretary-General of the United Nations the Final Act of the Eighth Meeting of Consultation of Ministers of Foreign Affairs of the American Republics held at Punta del Este, Uruguay, on 22-31 January 1962. The meeting had been convened at the request of Colombia, under Article 6 of the Inter-American Treaty of Reciprocal Assistance of 1947, to consider, *inter alia*, threats to the peace and political independence of the American States that might arise from the intervention of extra-continental Powers aimed at breaking American solidarity. The Final Act of the meeting contained the following nine resolutions:

(1) A declaration that the Communist offensive in America was a threat to the democratic institutions of the hemisphere, and that the principles of Communism were incompatible with the principles of the inter-American system.

(2) A resolution creating a Special Consultative Committee on Security against subversive action of international Communism in the western hemisphere.

(3) A resolution reiterating the OAS's adherence to the principles of self-determination and non-intervention as standards of coexistence among the American nations.

(4) A resolution recommending that the American Governments whose "structure or acts are incompatible with the effective exercise of representative democracy" should hold free elections in order to guarantee the restoration of a legal order and respect for human rights.

(5) A declaration that the preservation and strengthening of the hemisphere's democratic institutions required an accelerated effort to promote economic and social development as envisaged in the Alliance for Progress.

(6) A resolution stating: (*a*) that adherence by any OAS member to Marxism-Leninism was incompatible with the principles and objectives of the inter-American system, and that the alignment of such a Government with the Communist bloc impaired the hemisphere's solidarity; (*b*) that the present Cuban Government, having officially identified itself as Marxist-Leninist, was incompatible with the inter-American system, and that such incompatibility excluded it from participating in the inter-American system. The implementation of the latter measure was left to the OAS Council.

(7) A resolution providing for the immediate exclusion of Cuba from the Inter-American Defense Board.

(8) A resolution providing for immediate suspension of trade with Cuba in arms and other implements of war and directing the OAS Council to study, in accordance with the circumstances and with due consideration of the constitutional limitations of each of the Member States, the feasibility and desirability of extending the trade suspension to other items. The resolution also authorized the Council of the OAS to discontinue such measures when the Cuban Government demonstrated its compatibility with the purposes and principles of the inter-American system.

(9) A resolution recommending that the Statute of the Inter-American Commission on Human Rights be revised so as to give the Commission wider powers to further respect for those rights in the western hemisphere countries.

(iii) *Letter dated 22 February 1962 from the Permanent Representative of Cuba addressed to the President of the Security Council*

On 22 February 1962, the representative of Cuba charged that the United States Government had promoted the adoption of enforcement action against Cuba in the Organization of American States as a prelude to an invasion of Cuba planned by the United States. He maintained that the enforcement measures which had been approved by the American Foreign Ministers at Punta del Este, Uruguay, were at variance with the Charters of the United Nations and of the OAS and with the Inter-American Treaty of Reciprocal Assistance of 1947 under which the meeting had been convened. Furthermore, those measures had been implemented, in violation of Article 53 of the United Nations Charter, without the authorization of the Security Council. The Cuban Government accordingly requested that the Security Council be convened immediately so that it might take appropriate measures to end the illegal action of the United States Government and to prevent the development of a situation which endangered international peace and security.

The item appeared on the provisional agenda of the Council's 991st meeting on 27 February 1962. In the debate which took place on the adoption of the agenda, several representatives stated that in their view the Cuban charges were essentially the same as those which had been recently considered by the General Assembly. The fact that the Assembly had not adopted any resolution was a clear indication that it had found the Cuban charges to be groundless; accordingly, they considered that there was no justification for reopening the debate on the question unless the intention was to utilize the Council for propaganda purposes. As regards the relationship of the Security Council to action taken by regional organizations, they pointed out that a precedent had been established by the resolution which the Council had adopted on 9 September 1960 in connexion with action that the OAS had taken regarding the Dominican Republic.

Other representatives favoured the adoption of the agenda on the ground that the present Cuban complaint was different from the one which the General Assembly had considered. The representatives of Romania and the USSR further observed, among other things, that the meeting at Punta del Este had taken place subsequent to the submission of the complaint by Cuba to the General Assembly and that the decision taken by the OAS at the meeting constituted enforcement action which required the authorization of the Security Council.

After further discussion, the Council, by a vote of 4 in favour (Ghana, Romania, the United Arab Republic and the USSR) to none against, with 7 abstentions, failed to include the question in its agenda.

On 2 March, the representative of Cuba, referring to the Council's decision of 22 February, stated that his country had been deprived of its right, under Article 35 of the United Nations Charter, to submit to the Council a situation which created a serious threat to peace. He rejected the arguments which had been adduced by some Members of the Council against consideration of the item and held that it was a dangerous precedent, and an infringement of the Council's authority, that a group of Member States could prevent consideration of a matter which was clearly within the competence of the Council.

(iv) *Letter dated 8 March 1962, from the Representative of Cuba addressed to the President of the Security Council*

On 8 March 1962, Cuba requested that a meeting of the Security Council be convened without delay so that the Council might request the International Court of Justice, in accordance with Article 96 of the Charter, to give an advisory opinion on certain legal questions related to the resolutions adopted by the Meeting of American Ministers of Foreign Affairs at Punta del Este, Uruguay. Cuba also requested that the Security Council, under Article 40 of the Charter, and as a provisional measure, call for the suspension of the agreements which had been adopted by the OAS at Punta del Este, and of such measures as might have been ordered in pursuance of those agreements, because the adoption and execution of those agreements constituted illegal acts and because they involved a threat to international peace and security.

On 14 March, the Security Council included the item on its agenda and discussed it at seven meetings held from 14 to 23 March 1962.

On 19 March, the representative of Cuba, who had been invited to participate in the discussion, submitted a draft resolution by which the Security Council would decide to request the International Court of Justice to give an advisory opinion, as a matter of priority, on the following questions: (1) Was the Organization of American States, under the terms of the Charter, a regional agency within the meaning of Chapter VIII of the United Nations Charter, and did its activities have to be compatible with the Purposes and Principles of the United Nations? (2) Under the United Nations Charter, did the OAS have the right, as a regional agency, to take the enforcement action provided for in Article 53 of the United Nations Charter without the authorization of the Security Council? (3) Could the expression "enforcement action" in Article 53 of the United Nations Charter be considered to include the measures provided for in Article 41 of the United Nations Charter? Was the list of those measures in Article 41 exhaustive? (4) Did the OAS Charter provide for any procedure for expelling a State Member of the Organization, in particular because of its social system? (5) Could the provisions of the OAS Charter and the Inter-American Treaty of Reciprocal Assistance be considered to take precedence over the obligation of Member States under the United Nations Charter? (6) Was one of the main principles of the United Nations Charter that membership in the Organization was open to States which met the requirements of Article 4 of the Charter, irrespective of their system? and (7) in the light of the replies to the foregoing questions, were, or were not, the resolutions adopted at Punta del Este relating to the expulsion of a State member of a regional agency because of its social system and the taking of other enforcement action against it, without the authorization of the Security Council, consistent with the provisions of the United Nations Charter, the OAS Charter and the Treaty of Rio?

During the debate on the item, the Cuban representative charged that at Punta del Este the United States had promoted the unlawful adoption of sanctions against Cuba to conceal new acts of aggression. He stated that the decision to convene the OAS Meeting of Consultation and the resolutions adopted at the meeting were "null and void" because they had infringed on the purposes and norms of international law on which they had supposedly been based. Analysing the relevant provisions of the Inter-American Treaty of Reciprocal Assistance and of the OAS Charter, he maintained, *inter alia,* that the Inter-American system of consultation had been conceived as a procedure for collective defence of the security of the continent against aggression by foreign Powers. An essential requisite for the convening of a Meeting of Consultation was that the inviolability, territorial integrity or political independence of an American State be actually affected by an aggression, which need not necessarily be an armed attack, by an extra-continental or intra-continental conflict, or by a fact or situation that might endanger the peace. The Meeting of Consultation at Punta del Este was unlawful because it had been convened not in order to meet the aforesaid prerequisite conditions, but to study hypothetical questions and situations that were totally irrelevant to international law, since they fell within the exclusive competence of each American State, such as the economic and social régime that Cuba had established for itself in full exercise of its sovereignty. In the absence of a legitimate reason, an attempt had been made to create a threat to peace by alleging that because the Cuban revolution had proclaimed its affiliation to Marxism-Leninism, its Government had been imposed by the Soviet Union, and that Cuba had thus become a dependency of the Sino-Soviet system which potentially could threaten the peace and security of America.

The exclusion of Cuba from the Inter-American system through an illegal procedure and the other coercive measures adopted at the meeting constituted violations of the principles of non-intervention and self-determination and other provisions of the OAS Charter as well as those of the Charter of the United Nations.

At Punta del Este, he noted, important Latin American delegations had abstained in the vote on Cuba's exclusion from the regional system, and he cited statements made at the meeting by representatives of Argentina, Ecuador and Mexico, expressing doubts as to the legality of the measure. In addition to the unlawful decision taken on the exclusion of Cuba, certain collective coercive measures of an economic nature had been, and were being, implemented against Cuba without the approval of the Security Council, in violation of Article 53 of the United Nations Charter. He expressed the hope that the Security Council would suspend those illegal measures and would unanimously request an advisory opinion of the International Court of Justice on the questions submitted by his Government.

The representative of the United States observed that, whereas the previous Cuban complaints had been essentially alike in having attacked the United States or the OAS, the latest Cuban complaint had as its objective the extension of the Soviet veto to all regional organizations by way of the Security Council. It was regrettable, he thought, that the Cuban representative had not presented his request for a judicial opinion in a judicial manner, but had again argued about a political dispute which his Government had created between itself and all the other American republics. He read out the texts of the resolutions adopted at Punta del Este, and stated that none of them constituted aggression, contravened the United Nations Charter, or required Security Council authorization or an advisory opinion from the International Court of Justice. With reference to Resolution II on procedures for protection against "subversive action of international Communism" in the western hemisphere, he maintained that the resolution clearly represented an exercise of the inherent right of nations to prepare for their own self-defence, whether individually or collectively, in the face of extra-continental threats. He said that Resolution VI, concerning the exclusion of the present Cuban régime from participation in the OAS, was a defensive reaction to the Cuban régime's subversive activities against the free institutions and security of the Americas. The OAS had decided, on the basis of facts brought out at Punta del Este, that Cuba had become a base for Communist aggression, intervention and subversion against the American republics. He maintained that the OAS, as an agency for collective defence of the hemisphere within the meaning of Article 52 of the United Nations Charter, ought to be entitled to determine who should participate in its proceedings without being subjected to a veto in the Security Council. The self-exclusion of the Cuban Government from the OAS had been based not on its social system, as Cuba had charged, but on its violations of the OAS Charter through the aggressive and subversive activities which had been conducted against its fellow American republics. The independence and effectiveness of regional agencies would be wholly destroyed by a rule that would require them to keep in their midst Governments that opposed themselves to the organizations' principles and violated their charters.

As regards the suspension of trade in arms and its extension to other items, he maintained that no "enforcement action" was involved within the meaning of Article 53 of the Charter. It was a step that any State could legally take, individually or collectively, without authorization from anyone. Moreover, the Security Council had already considered the issue and had reached a decision in connexion with the action that the OAS had taken regarding the Dominican Republic. In his view, there was no question which merited submission to the International Court of Justice. Although his Government had always favoured increased recourse to the International Court, it did not favour the use of the Court for cold-war political purposes foreign to the Charter and the Statute of the Court.

The representative of the USSR, in supporting the Cuban request, stated that the question raised by Cuba concerned only one aspect of the problem, namely the recent attempts by the United States to draw into the orbit of its aggressive policy against Cuba other countries of Latin America, and the OAS. Those attempts had been reflected in decisions, imposed by the United States upon the Latin American countries at Punta del Este, which had been aimed at changing the social structure of Cuba. The use of a regional agency for aggressive purposes was contrary to the provisions of the Charter of the OAS as well as those of the United Nations Charter, and represented a new danger to peace with respect to which the Security Council could not remain inactive. Enforcement measures had been taken by the OAS against Cuba despite the fact that that Organization was not empowered to do so without special authorization by the Security Council. He added that the Cuban proposal had confirmed once again Cuba's willingness to settle the problem in a peaceful manner.

Similar views were expressed by the representative of Romania, who felt that the Security Council had the duty to examine the question with full responsibility, taking into consideration that international peace and security were threatened by resolutions taken by regional organizations which conflicted with the provisions of the United Nations Charter.

The representatives of Ghana and the United Arab Republic expressed support for the Cuban draft resolution. In the view of the representative of Ghana, there was reasonable legal doubt as to the interpretation of the term "enforcement action" within the meaning of Article 53.

The representatives of Chile and Venezuela opposed the Cuban request for an advisory opinion in the International Court, as such action would cast doubt on the competence of a regional body to adopt measures falling within its jurisdiction. The Punta del Este resolutions, said the representative of Venezuela, were fully in keeping with the norms of law and absolutely necessary for the stability, peace and security of the American continent and for the defence of the principles and institutions which formed the basis of the inter-American system. The representative of Chile pointed out that although his Government had disagreed with the exclusion of Cuba, and the resolution on economic measures, it could not consider those measures as constituting enforcement action within the meaning of Article 53 of the United Nations Charter. He believed that regional organizations must not be made subject to the exercise of the veto in the Security Council.

Other members of the Council also expressed opposition to the Cuban request. They considered that the questions submitted by Cuba for an advisory opinion by the International Court were essentially of a political nature, and, consequently, outside the purview of Article 96 of the United Nations Charter; they held that the OAS had acted entirely within its powers, and there were no questions as to the legality of the resolutions adopted. The United Nations could not assume responsibility for ruling on the membership of regional organizations, for that would deprive regional organizations of the sense of community of interest and purpose which was the main reason for their existence. Furthermore, the OAS resolutions did not involve the use of armed force, which required the authorization of the Security Council. That point had already been decided by the Council in the case of the OAS action regarding the Dominican Republic.

On 23 March, the representative of the USSR, in accordance with rule 38 of the provisional rules of procedure, requested that the Cuban draft resolution be put to the vote. At the request of the representative of Ghana, a separate vote was taken on the third paragraph of the draft resolution. Following the rejection of the third paragraph, by a vote of 4 (Ghana, Romania, USSR, United Arab Republic) in favour to 7 against, the representative of Cuba stated that he would not press the remainder of the draft resolution to the vote. However, the United States representative, under rule 35, objected to the withdrawal of the draft resolution. A ruling by the President of the Council to the effect that rule 35 was applicable in this case was challenged by the USSR representative and was upheld by a vote of 7 in favour to 2 against (Romania, USSR), with 2 abstentions (Ghana, United Arab Republic). The draft resolution as amended was rejected by 2 in favour (Romania, USSR), to 7 against, with 1 abstention (United Arab Republic), with Ghana not participating in the vote.

24. Appointment of the Acting Secretary-General of the United Nations

The Secretary-General of the United Nations, Mr. Dag Hammarskjold, was killed in an air crash at Ndola, Northern Rhodesia, on 17 September 1961. On 3 November, following consultations among the Members of the United Nations, the Security Council took up consideration of the problem of filling the office of the Secretary-General for the term fixed by the General Assembly, expiring 10 April 1963. Meeting in private, the Council unanimously decided to recommend to the General Assembly that Ambassador U Thant, then Permanent Representative of Burma to the United Nations, be appointed as Acting Secretary-General for the unexpired portion of the term previously fixed by the General Assembly.

The General Assembly, meeting the same day, considered the recommendation of the Security Council. A draft resolution sponsored by Celyon, Liberia and the United Arab Republic provided that the Assembly, acting in accordance with the recommendation of the Security Council, should appoint His Excellency U Thant as Acting Secretary-General of the United Nations for a term of office ending 10 April 1963. Voting by secret ballot, the Assembly adopted the resolution unanimously (resolution 1640 (XVI)).

The General Assembly proceeded immediately to the ceremony of installation of the Acting Secretary-General, the oath of office being administered by the President. Statements of congratulation were made and the Acting Secretary-General addressed the General Assembly.

25. International investigation into the conditions and circumstances resulting in the tragic death of Mr. Dag Hammarskjold and of the members of the party accompanying him

The circumstances in which the late Secretary-General, on 17 September 1961, undertook the flight to Ndola, Northern Rhodesia, to meet with Mr. Tshombé, and the tragic end of that mission have been recorded elsewhere in this report. Immediately upon receiving news of the crash which resulted in the death of Dag Hammarskjold and the fifteen others accompanying him, the United Nations appointed two aeronautical experts seconded from the International Civil Aviation Organization (ICAO) as observers at the technical investigation being carried out by the Rhodesian authorities under annex XIII to the Convention on International Civil Aviation. The United Nations observers, as well as representatives of Sweden, the State of registry of the aircraft, participated fully in the work of the Board of Investigation, extending over a three-month period.

In the meantime, at the request of Brazil, Cambodia, Cyprus, Ghana, India, Morocco, the United Arab Republic and Venezuela, and on the recommendation of the General Committee, the General Assembly, on 13 October 1961, added to the agenda of its sixteenth session the following item: "An international investigation into the conditions and circumstances resulting in the tragic death of Mr. Hammarskjold and members of the party accompanying him".

The General Assembly considered this item in plenary meeting on 26 October 1961. It had before it a draft resolution submitted by Ceylon, the Congo (Leopoldville), Cyprus, Ghana, India, Libya, Morocco, Nepal, Nigeria, Senegal, Togo, Tunisia, the United Arab Republic, and Venezuela which proposed the establishment of a United Nations Commission of Investigation. In support of this fourteen-Power draft resolution, it was urged that an investigation should be carried out under the auspices of an international body, in order to satisfy public opinion and allay the world-wide concern aroused by the tragedy; that the United Nations should conduct its investigation as a tribute to the Secretary-General and the other victims of the disaster; that an international investigation should be conducted under the auspices of the United Nations in order that the independence and impartiality of the inquiry should be assured; that it was necessary to explore the rumours, fears and speculations to which the tragedy had given rise; that the investigation should determine any responsibilities involved; and finally, that the investigation should assist in preventing the occurrence of such disasters in the future and in ensuring maximum protection for those performing functions in the service of the United Nations. The view was expressed that there should be no conflict between the different investigations and that the results of previous investigations should facilitate the task of the United Nations Commission.

At the same meeting the General Assembly unanimously approved the fourteen-Power draft resolution by 97 votes to none. Under this resolution, 1628 (XVI), the General Assembly (1) expressed its profound shock and sorrow at the death of Mr. Hammarkjold and the persons who died with him in the service of the United Nations, namely: Mr. Heinrich A. Wieschhoff, Mr. Vladimir Fabry, Mr. William Ranallo, Miss Alice Lalande, Mr. Harold M. Julien, Mr. Serge L. Barrau, Mr. Francis Eivers, Mr. S. O. Hjelte, Mr P. E. Persson, Mr. Per Hallonquist, Mr. Nils-Eric Åhréus, Mr. Lars Litton, Mr. Nils Göran Wilhelmsson, Mr. Harold Noork, Mr. Karl Erik Rosen; (2) offered its sincere condolences and deep sympathy to the families; (3) decided that an investigation of an international character should be held into the conditions and circumstances surrounding the tragedy and more particularly as to: (*a*) why the flight had to be undertaken at night without escort; (*b*) why its arrival at Ndola was unduly delayed, as reported; (*c*) whether the aircraft, after having established contact with the tower at Ndola lost that contact, and the fact of its having crashed did not become known until several hours afterwards, and if so, why; (*d*) whether the aircraft, after the damage it was reported to have suffered earlier from firing by aircraft hostile to the United Nations, was in a proper condition for use; (4) further decided to appoint an investigation commission of five eminent persons and requested it to report its findings to the President of the General Assembly; (5) requested all Governments and parties concerned and the appropriate specialized agencies to extend their full co-operation and assistance; and (6) decided to consider in the appropriate Committee the question of offering suitable remuneration to the families of the victims.

Concerning point (6), the Fifth Committee, on 28 November 1961, took up the question of remuneration on the basis of a note by the Secretariat describing the existing rules and regulations governing compensation and the application of these provisions to the specific instances involved. In this note, the Secretariat also indicated that the adequacy and equity of the existing compensation provisions had recently come under study by the Administrative Committee on Co-ordination. It was anticipated that any favourable adjustments in the existing compensation provisions would be applied from their effective date to any previously approved compensation annuities then being paid. The Fifth Committee, in a report of 7 December 1961, transmitted the information contained in this note by the Secretariat to the General Assembly.

On 8 December 1961, the General Assembly appointed the following eminent persons as members of the Commission of Investigation: Mr. Justice Samuel Bankolé Jones of Sierra Leone, Mr. Raúl Quijano of Argentina, Mr. Justice Emil Sandström of Sweden, H.E. Mr. Rishikesh Shaha of Nepal, and Mr. Nikola Srzentić of Yugoslavia. The Commission held an organizational session at United Nations Headquarters in New York from 15 to 22 December 1961 and unanimously elected Mr. Rishikesh Shaha as Chairman and Mr. Raúl Quijano as Rapporteur.

By letter of 8 December 1961, the Permanent Representative of the United Kingdom informed the President of the General Assembly that a Federal Commission of Enquiry would be established by the Federation of Rhodesia and Nyasaland which would conduct a public inquiry into the accident, and, on behalf of the Federation, invited the United Nations to designate a member of this Commission. Similar requests, he said, had been made by the Federal Government to the Governments of Sweden and the United Kingdom and to ICAO. He added that the Chief Justice of the Federal Supreme Court would serve as Chairman. The President of the General Assembly, in accordance with a suggestion by the United Kingdom, referred the invitation to the United Nations Commission of Investigation. After careful consideration, it was concluded that the harmonization desired by the General Assembly between the different investigations could best be achieved by co-operation and exchange of information, but that the investigations themselves should be kept separate. Consequently, it was decided that the United Nations would not appoint a member to the Public Commission of Enquiry of the Federation. The Government of Sweden also decided not to accept the invitation, while the Government of the United Kingdom and ICAO nominated members to the Rhodesian Commission. At the same time the United Nations Commission arranged with the appropriate authorities the best methods for effecting co-operation and exchange of information. It was agreed that the United Nations Commission would begin its hearings in Rhodesia as early as possible in 1962 immediately after the Rhodesian Commission had completed its public hearings.

The United Nations Commission met in Leopoldville from 24 to 30 January 1962, in Salisbury and Ndola from 31 January to 16 February, and in Geneva from 21 February to 8 March 1962. It had before it the reports and proceedings of the Rhodesian Board of Investigation and the Rhodesian Commission of Enquiry as well as all exhibits submitted to the latter. This material included a detailed technical report on the wreckage, a detailed medical report on the examination of the victims and statements or verbatim records of all testimony of witnesses taken by either the Board of Investigation or the Commission of Enquiry. The Commission received full reports from the United Nations observers at the Rhodesian Board of Investigation and from counsel who had been appointed to represent the interests of the United Nations before the Rhodesian Commission of Enquiry. It also heard the views of the Swedish Government representatives, the representatives of Transair (the owner of the aircraft), and the Rhodesian and United Kingdom members of the Board of Investigation.

The United Nations Commission, having taken note of the evidence submitted to the Rhodesian Board of Investigation and to the Rhodesian Commission, did not consider it necessary to duplicate all the work already done. It did, however, hear all the witnesses whose evidence it thought might yield new information or whose appearance was regarded as essential for the purpose of forming a judgement about earlier testimony. Altogether the United Nations Commission heard ninety witnesses, of whom twenty-five had not previously either made statements or given evidence. As far as possible, the Commission permitted each witness to tell his story in his own way. Additional information was elicited by questions from the members of the Commission and from counsel for the Governments of Sweden, the United Kingdom and the Federation of Rhodesia and Nyasaland who were represented at the hearings of the Commission.

At the conclusion of its hearings in Ndola, the Commission decided to request certain additional tests on the wreckage. The most important of these was decided at the suggestion of the Government of Sweden and involved the re-melting of blocks of aluminium and other light alloys that had been melted and fused in the fire that followed the crash and subsequent scientific examination of the residue. The object of these tests was to determine if any foreign materials such as explosives, bullets or shell or rocket fragments were present in the wreckage. For this purpose, the Secretary-General arranged for an expert appointed by the United Nations to participate with the Rhodesian authorities in the tests which were carried out.

The Commission approved its report at its final meeting in Geneva on 8 March 1962. However, since the scientific tests referred to in the previous paragraph were still in progress, it asked that its report should not be submitted until these experiments were completed and the Commission members had had an opportunity to consider the results. The report of the expert appointed by the United Nations was received by the Secretary-General on 6 April. No foreign materials were found and the expert expressed the opinion that the results of his examination allowed him to exclude the possibilities of hostile actions or sabotage. The expert's report was circulated to the members of the Commission who, after studying the results of the tests, concluded that no reconsideration of their report was necessary. The report of the United Nations Commission was submitted to the President of the General Assembly on 24 April and released on 2 May 1962.

The United Nations Commission at the beginning of its report expressed its profound respect and high regard for Dag Hammarskjold and the other victims engaged in the mission. After describing its programme of work and the relationship of its investigation to those conducted under the auspices of the Federation of Rhodesia and Nyasaland, the report deals with the conditions and circumstances surrounding the disaster under three headings: the departure, the crash, and the search and rescue operations. It also provides answers to the four specific questions asked by the General Assembly. In addition, there are sixteen annexes containing the most important material relevant to the investigation, including the reports of the Rhodesian Board of Investigation, of the Rhodesian Commission of Enquiry, of the United States Civil Aviation Board on the examination of the altimeters and of the United Nations expert on the scientific examination of the wreckage.

The United Nations Commission's report points out that the Secretary-General proposed a meeting with Mr. Tshombé in Ndola on Sunday, 17 September. In order to make the flight to Ndola, the plane of the Force Commander, a Douglas DC-6B with registration letters SE-BDY which had flown to Elisabethville the previous evening was brought back to Leopoldville in the early hours of the morning of the 17th. On take-off from Elisabethville, the aircraft was fired upon and on landing at Leopoldville it was found that the number two engine (inboard port) had been struck by a bullet which had penetrated the engine cowling and hit the exhaust pipe. The exhaust pipe was replaced and a thorough check made to see that there had been no other damage. After repairs were completed the aircraft was left unguarded on the airfield while the ground crew had lunch.

It had been agreed with Lord Lansdowne, Joint Parliamentary Under-Secretary for Foreign Affairs of the United Kingdom, who was then in Leopoldville, that he would precede the Secretary-General to Ndola, landing and departing before Mr. Hammarskjold's arrival. Lord Lansdowne left Leopoldville in a DC-4 furnished by the United Nations at approximately 1500 GMT. At 1551 GMT the Secretary-General and his party took off from Leopoldville. With the exception of the captain, the crew, which included three pilots, was the same as that which had been on the flight to Elisabethville the previous night. In view of the fact that United Nations planes had been attacked by a jet fighter, a "Fouga Magister" in the control of the Katangese authorities, SE-BDY maintained radio silence during the first part of its flight. The Captain had not filed a genuine flight plan nor indicated the route which he intended to fly. However, from later reconstruction it appears that, rather than taking the direct route along the Congo-Angola border which would carry him close to Katangese air bases, he flew east to Lake Tanganyika and then south, keeping outside of Congolese territory. After leaving Congolese territory, he established radio contact with the Salisbury flight information centre and later with the Ndola air traffic control tower, giving his route and ETA and receiving weather information, altimeter setting and clearance to descend to 6,000 feet. At 22.10 GMT (10 minutes past midnight local time) SE-BDY reported that it was over Ndola airport and descending. It was asked to report reaching 6,000 feet but no further communication was received. The plane disappeared in a westerly direction and when it did not re-appear or reply to radio calls, there was speculation at Ndola that it had gone elsewhere or was delaying its landing while engaging in radio communication with United

Nations or ONUC headquarters. In fact it had crashed within a few minutes of passing over the airfield.

At 2342 GMT the Ndola tower issued an INCERFA signal, initiating the uncertainty phase of the search and rescue procedure. This phase involves primarily a radio search. Contact could not be made with Leopoldville and at approximately 0110 GMT the control tower at Ndola airfield was closed for the night. A communicator was left on duty. Shortly afterwards, the police reported that one of their officers, a few minutes after seeing the plane disappear from sight, had observed a flash in the sky in the direction in which the aircraft had disappeared. The airport manager was informed at his hotel of the flash and also that the police were sending patrols to investigate. He said that nothing else could be done before first light.

At 0453 GMT, the Salisbury Rescue Co-ordination Centre issued a DETRESFA signal (Distress phase). At 0544 GMT, contact was made with Leopoldville and it was learned that it had no news of SE-BDY. The air search was begun at 0800 GMT (10.00 a.m. local time) and at 13.10 GMT (3.10 p.m. local time) one of the aircraft participating in the search sighted the wreckage. At approximately the same time, police officers were informed by local inhabitants of the location of the wreckage and proceeded to the crash site. They found that Mr. Hammarskjold and all members of his party had perished, with the exception of Sergeant Julien, who was in so serious a condition that he died a few days later.

The wreckage was approximately 9.5 miles west of Ndola. From expert testimony, it appeared that the plane had been making a procedure turn in order to land at Ndola Airport (altitude 4,160 feet) when it struck the tree tops at an altitude of 4,357 feet above sea level. Except for its altitude, which at that point should have been 6,000 feet, the aircraft was in a normal approach position at the time of the crash. The landing wheels were lowered and locked, flaps were in an intermediate position proper for that stage of the approach, and the engines appeared to have been operating under normal approach power. Experts were of the opinion that it is improbable that the plane would have been in this apparently normal approach position indicated by the crash path and wreckage analysis had it been under attack. The aircraft was either in level flight or at a very shallow angle and appeared to be banked slightly to the left when it first brushed the tree tops. The first indication of contact was branches severed by the propellers and traces of rubber from the propeller de-icing boots. Almost immediately thereafter, the left wing tip was ripped away. At about 760 feet from the point at which the aircraft first touched the trees, the stub of the left wing struck the ground and the aircraft cartwheeled to the left around a 12 foot high ant hill, coming to rest facing the direction from which it had come.

At the time of the crash SE-BDY must have had nearly five tons of fuel remaining in its tanks and this fuel poured over the main wreckage. In the fire which ensued, the intense heat destroyed or melted 75 to 80 per cent of the fuselage and exploded the ammunition and pyrotechnics carried on board the aircraft. There was no sign of scorching of the tree tops or other indication of fire in flight, nor were any parts of the aircraft found to have become detached prior to contact with the trees as would be expected had an explosion taken place in the air.

In answer to the first specific question asked by the General Assembly (why the flight was undertaken at night without escort) the Commission noted that there appeared to be several reasons why the Secretary-General's flight did not leave at an earlier hour. Repairs on the aircraft were in progress during the morning. Moreover, discussions and efforts to communicate with Mr. Tshombé concerning arrangements for the meeting had continued throughout the morning. It was also clear that the Secretary-General wished to arrive in Ndola after Lord Lansdowne had had time to land and depart. Finally, the Commission observed that because of the danger of an attack from the "Fouga", most of the flights in the Congo at the time were undertaken at night. As to the second point concerning an escort, the Commission noted that ONUC had no fighter planes in the Congo at the time and that no request for an escort over Rhodesian territory had been made to the Rhodesian Government.

With reference to the second question (why the aircraft's arrival at Ndola was unduly delayed as reported) the Commission recalled that, except for the fact that the departure from Leopoldville was delayed until late afternoon and that the aircraft took a less direct route requiring an additional hour and a half to two hours and a half of flight, there did not appear to have been any delay in its arrival over Ndola. In fact the aircraft arrived over the airfield some minutes before its estimated time of arrival.

The third specific question put by the General Assembly was: whether the aircraft, after having established contact with the tower at Ndola, lost that contact, and the fact of its crash not having become known until several hours afterwards, and if so, why? Concerning the first part of this question, the Commission found no evidence that during the part of the flight immediately preceding the crash the control tower and the aircraft had attempted to communicate with each other or were prevented from doing so by radio failure. The crash appeared to have occurred within a few minutes after the last radio contact with the tower at the time that the aircraft passed over the airfield. With respect to the second part of the question, the Commission noted that the aircraft was not found until fifteen hours after the crash and that it was possible that a part of this delay in discovering the wreckage resulted from a lack of the degree of diligence in initiating search and rescue operations which might have been expected in the circumstances.

Concerning the last question (whether the aircraft, after the damage it was reported to have suffered from hostile firing, was in a proper condition for use) the Commission noted that the damage to SE-BDY suffered at Elisabethville was minor and had been properly repaired before the take-off of the aircraft.

In addition to the replies to the specific questions asked by the General Assembly, the following summary of views of the Commission should be noted. With respect to the preparation for the flight, the Commission believed that the decision to leave for Ndola was taken by the Secretary-General himself in view of the mission which he had to perform and in full knowledge that the flight would have to be carried out mostly at night and without escort. The Commission believed that the crew of the aircraft was fully qualified, experienced, competent, and conscientious, and that there appeared to be no violations of the rules limiting flight hours of crewmen. It was satisfied that the Secretary-General's aircraft had been properly maintained and was fully airworthy. It observed that no flight plan or departure message had been communicated to the flight information centre at Salisbury and was of the opinion that this departure from the rules applicable to international civil aviation was explained by the hostilities in Katanga and in particular the activity of the jet aircraft equipped for combat which was in the services of the Katangese armed forces. The Commission regretted, however, that information was not given to a responsible official of ONUC of the route which the pilot intended to follow. It also believed that special security measures should have been taken to guard the Secretary-General's aircraft before the take-off. Though it had no reason to believe that either of these omissions was a contributing cause of the crash, it considered that both were potentially dangerous.

With reference to the possible causes of the crash, the Commission stated that it had carefully examined all possible causes. It had considered the possibility of sabotage or of attack and the material or human failures which could have resulted in an accident. It found no evidence to support any of the theories that had been advanced, nor had it been able to exclude the possible causes which it considered. It noted *inter alia* that the Rhodesian Commission of Enquiry, by eliminating to its satisfaction other possible causes, had reached the conclusion that the probable cause of the crash was pilot error. The United Nations Commission stated that, while it could not exclude this possibility, it had found no indication that this was the probable cause of the crash. Finally, it considered it its duty to record that it had examined the various rumours that had come to its attention concerning the cause of the crash and had found no evidence in their support.

With regard to the search and rescue operations, the Commission noted that although SE-BDY crashed 9.5 miles from an airfield on which eighteen military aircraft capable of carrying out an air search were stationed, the wreckage was located only 15 hours after the crash and more than 9 hours after first light on 18 September. The Commission stated that it was fully aware of the difficulty in conducting an air search over an area covered with bush and forest. It believed, nevertheless, that the delay in commencing search and rescue operations was increased by shortcomings in liaison and co-operation between the aviation officials concerned, by lack of initiative and diligence on their part and by delay in applying the prescribed procedures. Undue weight appeared to be attached to the groundless impression that the Secretary-General had changed his mind after flying over Ndola and had decided to go elsewhere. The Commission believed that had the degree of diligence been shown which might have been expected in the circumstances, it is possible that the crash could have been discovered at an earlier hour. Sgt. Julien's chances of survival would have been materially improved and he might have been able to provide direct knowledge of the conditions and circumstances surrounding the tragedy.

Chapter III

THE SITUATION WITH REGARD TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES

ASSISTANCE TO AFRICA: A UNITED NATIONS PROGRAMME FOR INDEPENDENCE

A. EVENTS PRECEDING THE ESTABLISHMENT OF THE SPECIAL COMMITTEE ON THE SITUATION WITH REGARD TO THE IMPLEMENTATION OF THE DECLARATION ON THE GRANTING OF INDEPENDENCE TO COLONIAL COUNTRIES AND PEOPLES

In a cable dated 28 August 1961, the Union of Soviet Socialist Republics requested the inclusion in the agenda of the sixteenth session of the General Assembly of an additional item entitled "The situation with regard to the implementation of the Declaration on the granting of independence to colonial countries and peoples". An explanatory memorandum stated that the Declaration (General Assembly resolution 1514 (XV)) remained unfulfilled, and called on the Assembly to elaborate practical measures for giving immediate effect to the Declaration, to set a target date for its implementation and to provide for measures of supervision and control by the United Nations.

On 25 September 1961, the General Assembly, on the recommendation of the General Committee, decided to place this item on its agenda and to discuss it in plenary.

On 7 November, Madagascar proposed that the item should be discussed together with the item "Assistance to Africa: a United Nations programme for independence", consideration of which had been adjourned to the sixteenth session. This proposal was accepted by the Assembly and the two items were discussed jointly at sixteen plenary meetings held from 6 to 27 November 1961.

In a memorandum dated 26 September the USSR stated that, despite the adoption of the Declaration, eighty-eight territories would remain under colonial rule on 1 January 1962. Armed action and repressive measures against dependent peoples were continuing in Angola and Algeria, and methods of violence and repression were being used to maintain the colonialist grip in other areas of Africa, Asia and the Middle East. The colonialists' disregard of the Declaration, it was charged, was made possible by United States support. American arms were being used to fight colonial wars and the United States-led military blocs had been placed at the service of colonialism, while the colonialist Powers' network of bases on foreign soil was being used to hamper the liberation of colonial peoples and jeopardize the independence of newly independent countries.

On 9 October the USSR submitted a draft resolution under which the Assembly would *inter alia* (1) call for the immediate implementation of the Declaration by States administering Trust and other Non-Self-Governing Territories; (2) declare that the final and unconditional liquidation of colonialism must be implemented not later than the end of 1962; (3) call upon States administering Trust and other Non-Self-Governing Territories to proceed immediately (*a*) to give the indigenous population full democratic rights and freedoms and to proclaim an unconditional amnesty for all political prisoners; (*b*) to establish genuinely democratic national institutions by elections on the basis of universal suffrage and transfer full powers to those institutions; (*c*) to withdraw all troops of the administering countries, disband para-military formations of non-indigenous inhabitants and dismantle foreign military bases in Trust and other Non-Self-Governing Territories; (*d*) to cancel all agreements with such territories designed to restrict the sovereignty of the future independent States; and (*e*) to revoke measures for the union of such territories or of parts thereof with the administering countries and (4) establish a Special Commission on the basis of equal representation of the three main groups of States to inquire into the situation with regard to the implementation of the Declaration and measures for carrying it into effect and to report to the Assembly at its next session.

Also on 9 October the Netherlands submitted a draft resolution under which the Assembly, recalling its resolution 1514 (XV), and in particular paragraph 5 of the Declaration, would decide to set up a United Nations

Commission to investigate the possibilities of an early implementation of that resolution in respect of Netherlands New Guinea.

In a memorandum circulated the same day the Netherlands delegation explained that the Netherlands was prepared to terminate its sovereignty over Netherlands New Guinea as soon as the population's right of self-determination was properly safeguarded. Important steps had been taken to accelerate the population's development towards self-government, but the Territory would for some time require international economic and technical assistance and guidance. The Netherlands would agree that its present powers should be exercised by an international authority under the United Nations which could prepare the people for early self-determination in stable conditions and would be prepared to continue its contribution to the Territory's development. If necessary it would request its officials in New Guinea to remain at their posts as international civil servants and continue its responsibility under United Nations supervision in fields of administration.

On 24 October the Indonesian Minister for Foreign Affairs made a statement to the effect that the Netherlands proposal, although at first sight attractive, was in fact a tactic to strike at Indonesia. The Netherlands was occupying a part of Indonesia's territory by force and was imprisoning and expelling West Irianese opponents of its policy in preparation for severing West Irian from Indonesia. Indonesia patiently hoped for a settlement with the Netherlands, but would meet force with force, if necessary.

In a memorandum dated 3 November the Netherlands delegation denied that its Government's proposals were aimed against Indonesia. When sovereignty had been transferred to Indonesia in 1949, the Territory of New Guinea had been expressly excluded in the Charter of Transfer of Sovereignty. That Charter had been freely accepted by Indonesia, but since 1951, Indonesia had contended that the Territory was a part of Indonesia illegally occupied by the Netherlands and had consistently rejected the latter's offers to submit the legal aspects of the dispute to the International Court. In fact, an independent national unit comprising both West Guinea and Indonesia had never existed, and so the territorial integrity of Indonesia could not be disrupted by recognition of the Papuan people's right of self-determination. The Netherlands proposals would not prejudice the future status of the Territory since if the Papuan people chose to join Indonesia, the Netherlands would fully respect their decision.

On 17 October a draft resolution relating specifically to the item "Assistance to Africa: a United Nations programme for independence" was submitted by Nigeria, later joined by Liberia. Under this draft the Assembly would solemnly proclaim that (1) all colonial, dependent and Non-Self-Governing Territories and peoples in Africa should attain independence not later than 1 December 1970; (2) immediate steps should be taken in all such territories to prepare the peoples for the complete management of their affairs by that date; (3) all States should faithfully observe in all territories in Africa the provisions of the Charter, the Universal Declaration of Human Rights and the present Declaration; (4) all States administering colonies, protectorates and Trust Territories in Africa should report regularly the steps in implementation of the present Declaration; (5) all such States should refrain from the use of any form of repressive measure to frustrate the just claims of African peoples under their jurisdiction for liberation and independence; and (6) all nations should refrain from acts that would interfere with the peaceful and independent progress of the new independent and would-be independent African territories and thereby undertake to insulate Africa from the ideological, political and economic rivalries of great Powers.

On 20 November Afghanistan, Burma, Cambodia, Cameroun, Ceylon, Congo (Leopoldville), Cyprus, Ethiopia, Federation of Malaya, Ghana, Guinea, India, Indonesia, Iran, Iraq, Japan, Jordan, Laos, Lebanon, Liberia, Libya, Mali, Morocco, Niger, Pakistan, Philippines, Saudi Arabia, Sierra Leone, Somalia, Syria, Tunisia, Turkey and the United Arab Republic, subsequently joined by Nepal, Senegal, Thailand and Yemen, submitted a draft resolution. Under its terms the Assembly would: (1) reaffirm the objectives of the Declaration on the granting of independence to colonial countries and peoples; (2) call on the States concerned to take action to apply it without further delay; (3) establish a seventeen-member committee, to be nominated by the President of the Assembly; (4) request the committee to examine the application of the Declaration, make suggestions and recommendations on the progress of its implementation, and report to the Assembly at its seventeenth session; (5) direct it to use all the means at its disposal for the proper discharge of its functions; (6) authorize it to meet away from the United Nations Headquarters whenever necessary; (7) invite the authorities concerned to co-operate with the committee; and (8) request the Trusteeship Council, the Committee on Information from Non-Self-Governing Territories and the specialized agencies concerned to assist the committee.

On 24 November Mexico submitted a draft resolution which called for the establishment of an *ad hoc* committee to consider which Non-Self-Governing and Trust Territories were already in a position to attain full independence immediately, to recommend the conditions in which territories not yet in a position to attain independence might be placed under United Nations administration and to report to the Assembly at its seventeenth session. The Assembly would also declare that the temporary placement under United Nations trusteeship of territories where the title of sovereignty was in dispute would be without prejudice to rights claimed by other States and would not limit the population's right of self-determination; and would urge all States parties to disputes concerning sovereignty over a territory to submit their differences to the International Court or to other peaceful means as provided in Article 33 of the Charter.

Opening the debate on 7 November, the USSR representative stated that although the colonial Powers had been forced by fear of complete political isolation to acquiesce in the passage of the Declaration, they were continuing their stubborn resistance to the national liberation movement and were using all possible means—colonial wars, military blocs, conspiracy, subversion and economic pressure—to delay the attainment of independence or reduce it to an empty formality. The efforts to associate certain African States with the European Economic Community were an example of the manœuvres used by the imperialist Powers to maintain the under-developed countries as colonial appendages and sources of cheap raw materials. If the Declaration was to be translated into reality, the Assembly must recommend practical measures on the lines set out in the Soviet draft resolution and must, in particular, set a specific target date for the final elimination of colonialism.

A number of delegations drew attention to the survival of colonialism in many areas and urged the adoption of the Soviet draft resolution as an effective means of bringing about the speedy and peaceful emancipation of the colonial peoples and removing one of the causes of war.

Other delegations, while recognizing the headway made in the process of decolonization since 1946 and the efforts that had been made by some of the colonial Powers to discharge their Charter obligations, also pointed to the need for realistic action to assure the speedy implementation of the Declaration.

Many questioned the expediency or feasibility of setting a single date for the final abolition of colonialism. Because of the differences of opinion on that point, the sponsors of the thirty-eight Power draft had agreed, as the representatives of Indonesia explained, not to specify a target date and instead had emphasized the element of immediacy. A number of representatives stressed that the will of the people was the primary factor. It was also asserted that the only practical method was to proceed in accordance with the varying circumstances of the different territories.

The representative of Nigeria, in introducing his delegation's draft resolution, pointed out that in considering when a particular country would be independent, many factors had to be taken into account. It was his hope that the independent African States would work together, with the nationalists in the areas concerned and with the colonial Powers concerned, to ensure an orderly and peaceful development in Africa.

In this connexion, a number of representatives underlined the need for immediate steps to prepare the inhabitants of dependent territories for independence, in particular by associating them with the process of administration. Developments in the Congo were cited by several representatives as an example of the difficulties that might result from too precipitate a transition from dependent to sovereign status. Other representatives maintained, however, that each people was capable of managing its own affairs, as long as it was not interfered with by others, and asserted that the Congo's difficulties were the product of outside interference. While newly independent peoples would inevitably face great problems, those problems could best be overcome by programmes of collective assistance.

Commenting on the measures proposed for the implementation of the Declaration, a number of representatives drew attention to the undesirability of duplicating or supplanting the existing machinery. The rules laid down in Chapters XI, XII, and XIII of the Charter should still be a guide. The Indian representative, in introducing the thirty-eight Power draft resolution, explained that the proposed committee was not intended to be a new trusteeship council or to be vested with a condominium over the dependent areas. Its functioning would be, other sponsors pointed out, to supervise and hasten the process of de-colonization in consultation and collaboration with the administering authorities.

The United States representative pointed out that Article 73 of the Charter had been put into effect with great speed and on a great scale. He believed that the United Nations had two different tasks: where Governments had been slow or unwilling to accept their Charter responsibilities, the right course was to consult with and persuade the governing Powers, to make specific recommendations and to express the judgement of world opinion; where the governing Power was working in good faith with the local peoples to achieve the Charter goals, the main task was to present guiding principles of action for the consideration of the Members concerned. Nothing should be done to cut across the relationship of consultation and partnership which existed between the Administering Authority and the indigenous leaders in many dependent areas.

After expressing regret that a minority of countries were interested less in studying the problems of colonialism than in denigrating the colonial and ex-colonial Powers, the United Kingdom representative said that ten territories formerly administered by the United Kingdom had already joined the United Nations and that by the end of 1961 all except 5 per cent of the 666 million people in the Commonwealth would be living in independent countries. In the forty or so territories still under its administration the United Kingdom was steadily putting into effect its policy of bringing dependent countries to self-government, self-determination and independence. The United Kingdom believed that the overriding purpose must be to give new nations a reasonable prospect of future political and economic stability; dependent peoples could and should be given the tools by which they could turn their independence to good effect. His Government was willing to go beyond the Charter requirement in supplying information on Non-Self-Governing Territories and would co-operate with the committee contemplated in the thirty-eight Power draft, subject to the satisfactory composition of the committee and on the understanding that it would not interfere in the administration of territories for which the United Kingdom was responsible.

Commenting on the resolutions before the Assembly, the French representative said that France had initiated a successful process of decolonization long before the adoption of the Declaration and had prepared its dependent territories for self-determination through self-management. His delegation could not, however, subscribe to a resolution that would imply a revision of the Charter.

The representative of Portugal rejected the charges levelled against his country, which reflected a misunderstanding of the relations existing among the various parts of the Portuguese nation. His delegation would not participate in the voting on the drafts under consideration as they were, in his opinion, based on a deficient study of the problem, excluded the most cruel form of colonialism and did not deal with neo-colonialism, particularly of the economic type.

The South African representative regretted the unsubstantiated charges made against his country and the failure of any of the draft resolutions to refer to the millions who had lost their independence since 1945.

A number of other representatives regretted the tendency to concentrate on forms of Western colonial rule, which were fast coming to an end, and to give little or no attention to the more stubborn and subtle forms of domination practised by the Soviet Union and Communist China.

In a memorandum dated 25 November the United States delegation rejected the Soviet charges that the United States was allied with colonialists and financed colonial wars. The United States was against colonialism wherever and whenever it occurred and was faithfully discharging its Charter responsibilities in respect of the territories for which it exercised sovereignty. In contrast, it charged, the Sino-Soviet bloc embraced the largest colonial empire which had ever existed, in which the people had never been offered any choice concerning its future. It was to divert attention from that empire that the USSR had attempted to seize the initiative on the colonial issue from the new States of Africa and Asia.

On 27 November, 13 December and 20 December statements in connexion with the United States memorandum were received from the delegations of Poland, Romania and the Union of Soviet Socialist Republics. The delegations concerned regretted that the United States had revived outworn and discredited anti-Soviet slanders in an effort to divert attention from the real issue, colonialism. The United States allegations were, the USSR delegation stated, false and slanderous; under its Constitution each of the fifteen Soviet republics had the right to secede from the Union if it so desired. The USSR's consistent and disinterested support for the national liberation movement in the countries of Asia, Africa and Latin America was well known.

With regard to the Netherlands proposal, the Indonesian representative said that the Netherlands was attempting to misuse Assembly resolution 1514 (XV). The West Irian problem was primarily a dispute between two independent States, Indonesia and the Netherlands. Acceptance of the Netherlands proposal would imply the legalization of the colonial Power's re-occupation by force of a part of Indonesian territory and consequently would also imply the legalization of Indonesia's right to eject the Netherlands by force from West Irian. Although determined to complete the national unity of the Republic, Indonesia was not opposed to bilateral negotiations and believed that if the Netherlands was prepared to relinquish its sovereignty over West Irian, an agreement could be reached that would not prejudice the rights and claims of either side. His country denied the competence of the International Court of Justice to solve colonial problems. Agreements concluded between a metropolitan country and an ex-colony during and immediately after a colonial war were not agreements between equals. In any resulting disputes, the issues to be adjudicated were the political problems arising from the former unequal relationship.

Many delegations also considered that the Netherlands proposal should be rejected. The plan was, the USSR representative said, an attempt to maintain the Netherlands colonizers' *de facto* domination of Indonesia's territory, which should in fact immediately be restored to Indonesia. Other representatives supported the Netherlands proposal which left the way open to various possibilities, subject to the proviso that *bona fide* self-determination of the people must be safeguarded. The proposals offered a practical path between the conflicting viewpoints and a means of avoiding discord in the area. Another group, while expressing sympathy with the imaginative initiative taken by the Netherlands Government, felt that adoption of the Netherlands proposal was unlikely to lead to a solution because it did not sufficiently recognize the intense Indonesian interest in the territory.

On 20 November a draft resolution on the subject was submitted by India and subsequently co-sponsored by Bolivia, Congo (Leopoldville), Guinea, Liberia, Mali, Nepal, Syria and the United Arab Republic. The nine Powers proposed that the Assembly should urge the Government of Indonesia and the Netherlands to engage in further negotiations under the aegis of the President of the Assembly with a view to finding a solution in conformity with the principles of the Charter.

Another draft resolution on the subject was submitted on 24 November by Cameroun, the Central African Republic, Chad, Congo (Brazzaville), Dahomey, Gabon, Ivory Coast, Madagascar, Mauritania, Niger, Senegal, Togo and Upper Volta. Under the thirteen-Power draft resolution, the Assembly would urge the Governments of Indonesia and the Netherlands to resume negotiations with a view to reaching an agreement on the future of the Territory, without prejudice to respect for the self-determination of peoples; request the Secretary-General to use his good offices in the negotiations; and establish a five-member commission with instructions, if a negotiated agreement was not reached by the parties by 1 March 1962, to investigate conditions in the Territory and consider the possibility of establishing an international system for its administration for an interim period.

The sponsors of the thirteen-Power draft explained that the proposal was designed to remedy what were in their view two weaknesses of the nine-Power draft: the absence of any mention of the people of West New Guinea or their desires, and the lack of any indication of what was to be done if negotiations failed to resolve the twelve-year old dispute.

Several delegations welcomed the thirteen-Power draft as a constructive attempt to reconcile the principle of negotiations with the principle of self-determination. The Netherlands representative also indicated his willingness to accept the draft, although the nine-Power draft was unacceptable because it would ask Indonesia and the Netherlands to settle the future of the Papuan people without reference to the wishes of the latter. Other representatives objected to the assumption in the thirteen-Power draft that the territory was one to which the principle of self-determination applied, which amounted to a judgement of the Indonesian claim to sovereignty and raised in the minds of many delegations the same serious reservations as the Netherlands proposal.

The Indonesian representative stated that his delegation would not oppose a resolution which would bring the two parties together and which did not prejudice Indonesian rights and claims. The nine-Power draft satisfied that criterion, while the thirteen-Power proposal, on the other hand, asked Indonesia to recognize in advance the principle of self-determination for the West Irian people, which Indonesia could not do. Self-determination was a right to be exercised by the entire territory and population of a colony, not by racial, cultural or ethnic groups within a colony.

Before the General Assembly voted on 27 November on the various proposals submitted, the USSR representative announced that he would not press for a vote on his delegation's draft resolution. The thirty-eight-

Power draft was, he believed, in conformity with the principles of the Declaration and he noted with satisfaction that the sponsors called for the appointment of a committee to supervise the implementation of the Declaration. He regretted, however, that the draft did not set a target date for the liquidation of colonialism and failed to mention certain concrete measures which would ensure that colonialism was liquidated. In order to strengthen the proposal, his delegation accordingly submitted two amendments to the thirty-eight-Power draft under which (1) the words "and solemnly proclaims 1962 the year of the elimination of colonialism" would be added to the first operative paragraph and (2) the Special Committee would be requested in operative paragraph 4 to make suggestions and recommendations on the immediate application of the Declaration and the completion of its implementation.

The USSR amendments were put to the vote and were rejected, the first by a roll-call vote of 19 to 46, with 36 abstentions, and the second by a vote of 22 to 36, with 35 abstentions.

The thirty-eight-Power draft resolution was then adopted by a roll-call vote of 97 to none, with four abstentions (resolution 1654 (XVI)).

The Mexican and Nigerian representatives having agreed, in response to the appeals of various delegations, not to press their draft resolutions, the Assembly next voted on the thirteen-Power draft resolution. At the request of the representative of Ghana, a separate vote was taken on the last preambular paragraph, which stated that any solution affecting the final destiny of a Non-Self-Governing Territory must be based on the principle of self-determination of peoples in accordance with the Charter. The result of the roll-call vote was 53 to 36, with 14 abstentions, and the paragraph was not adopted, having failed to obtain the required two-thirds majority. The thirteen-Power draft resolution as amended also failed to obtain the required two-thirds majority and was not adopted, the result of the roll-call vote being 53 in favour to 41 against with 9 abstentions. The Netherlands representative having announced that he would not press his delegation's draft resolution, the nine-Power draft resolution was then put to the vote and also failed to obtain the required two-thirds majority, the result of the vote being 41 in favour, 40 against and 21 abstentions.

The President of the General Assembly at its 1097th meeting on 23 January 1962 announced that after consultations, and taking into account the need for equitable distribution in the composition of the seventeen member committee set up under resolution 1654 (XVI) adopted on 27 November, he had nominated Australia, Cambodia, Ethiopia, India, Italy, Madagascar, Mali, Poland, Syria, Tanganyika, Tunisia, the Union of Soviet Socialist Republics, the United Kingdom, the United States of America, Uruguay, Venezuela and Yugoslavia as members of the Committee.

B. THE ACTIVITIES OF THE SPECIAL COMMITTEE

SOUTHERN RHODESIA

The Special Committee considered the question of Southern Rhodesia at seventeen meetings between 7 and 29 March. The Committee received a number of written petitions and heard Mr. Joshua Nkomo, President of the Zimbabwe African People's Union. Sir Garfield Todd, former Prime Minister of Southern Rhodesia, and Mr. Paul Mushonga, representative of the Zimbabwe National Party.

A draft resolution submitted by Mali and Tunisia stated that Southern Rhodesia had not attained self-government, that the 1961 Constitution of Southern Rhodesia should be abrogated, and that a Constitutional Conference should be held with the participation of the leaders of the political parties of Southern Rhodesia. On 29 March the Special Committee decided to defer consideration of the draft resolution and the amendments thereto and to establish a Sub-Committee on Southern Rhodesia. The Sub-Committee was directed to establish contact with the United Kingdom Government in London to discuss future steps in regard to Southern Rhodesia and to report to the Committee as soon as possible.

The Special Committee, on 11 May 1962, endorsed the Sub-Committee's conclusions and recommended to the General Assembly that action should be taken, as a matter of urgency, in accordance with the proposals of the Sub-Committee's report. It further recommended for consideration by the Assembly a draft resolution requesting the Administering Authority to take immediate steps to set aside the Constitution of 6 December 1961, and to call a fresh constitutional conference in which there would be full participation of representatives of African political parties.

The representatives of Australia, Italy, the United Kingdom and the United States expressed reservations concerning the decisions taken by the Special Committee on the question of Southern Rhodesia.

By a letter dated 17 May 1962, the Chairman transmitted the Special Committee's report on Southern Rhodesia to the Secretary-General with the request that it be circulated immediately to all the Members of the United Nations.

In a letter dated 4 June 1962 forty-one Member States requested the inclusion of an additional item entitled "The question of Southern Rhodesia" in the agenda of the resumed sixteenth session of the General Assembly. On 8 June 1962 the General Committee, by a roll-call vote of 9 to 7 with 5 abstentions, decided to recommend the inclusion of this item in the Assembly's agenda. It also recommended that the item be considered in plenary meetings. At its 1109th meeting on 12 June 1962 the General Assembly, by a roll-call vote of 62 to 26 with 16 abstentions, decided to place the item on its agenda for consideration in plenary meetings.

The General Assembly discussed the question of Southern Rhodesia at its 1110th to 1117th and 1119th to 1121st plenary meetings. The Assembly had before it a thirty-eight-Power draft resolution and two amendments thereto submitted by Bulgaria. The second of the two amendments was withdrawn by the sponsor. At its 1121st plenary meeting, the Assembly voted on the draft resolution and the amendment. The Bulgarian amendment to add the words "on the basis of 'one man, one vote'" in operative paragraph 2(*a*) of the thirty-eight-Power draft resolution was adopted by a roll-call vote of 55 to 1, with 42 abstentions. The thirty-eight-Power draft resolution as a whole, as amended, was adopted by a roll-call vote of 73 to 1, with 27 abstentions.

The resolution as adopted by the General Assembly (resolution 1747 (XVI) of 28 June 1962) approved the conclusions of the Special Committee and affirmed that the Territory of Southern Rhodesia was a Non-Self-Governing Territory within the meaning of Chapter XI of the Charter of the United Nations.

It requested the Administering Authority:

(*a*) To undertake urgently the convening of a constitutional conference, in which there should be full participation of representatives of all political parties, for the purpose of formulating a constitution for Southern Rhodesia, in place of the Constitution of 6 December 1961, which would ensure the rights of the majority of the people, on the basis of "one man, one vote", in conformity with the principles of the Charter of the United Nations and the Declaration on the granting of independence to colonial countries and peoples, embodied in General Assembly resolution 1514 (XV);

(*b*) To take immediate steps to restore all rights of the non-European population and remove all restraints and restrictions in law and in practice on the exercise of the freedom of political activity including all laws, ordinances and regulations which directly or indirectly sanctioned any policy or practice based on racial discrimination; and

(*c*) To grant amnesty to, and ensure the immediate release of, all political prisoners.

It also requested the Special Committee to continue its constructive efforts towards the earliest implementation of resolution 1514 (XV) with regard to Southern Rhodesia in order to ensure its emergence as an independent African State.

Northern Rhodesia

The Special Committee took up the consideration of the question of Northern Rhodesia on 17 April, and Mr. Kenneth Kaunda, President of the United National Independence Party, Sir Stuart Gore-Brown, Mr. T. L. Desai and Mr. A. N. L. Wina were heard. Two draft resolutions on the question were submitted.

The first, submitted by the Union of Soviet Socialist Republics, provided *inter alia* that the Special Committee would confirm the right of the people of Northern Rhodesia to self-determination and independence; recommended the application of universal and equal suffrage and the abolition of racial discrimination; invited the administering Power to secure the withdrawal of the armed forces of the so-called Federal Government from Northern Rhodesia; and recommend the General Assembly to fix the earliest possible date, not later than 31 December 1962, for Northern Rhodesia to become independent.

On 4 May 1962, Cambodia, Ethiopia, India, Madagascar, Tanganyika, Tunisia and Yugoslavia submitted a draft resolution under which the General Assembly would conclude that the proposed new Constitution did not conform to paragraph 5 of General Assembly resolution 1514 (XV) of 14 December 1960; that the franchise qualifications embodied in the Constitution were discriminatory and that the inclusion of Northern Rhodesia into the Federation was contrary to the wishes of the indigenous people who formed the overwhelming majority of the people of Northern Rhodesia. The draft resolution called upon the Administering Authority to take immediate steps to apply to Northern Rhodesia the resolution on the granting of independence to colonial countries and peoples.

On 4 May 1962 the Special Committee appointed a Drafting Committee consisting of Syria (Chairman), Ethiopia, India, Tanganyika, Tunisia, the Union of Soviet Socialist Republics, the United States of America and Venezuela, and invited the United Kingdom to be present as an observer.

The Drafting Committee recommended for adoption by the General Assembly a draft resolution stating, *inter alia*, that: the proposed constitution of 28 February 1962 did not conform to the principles embodied in operative paragraph 5 of General Assembly resolution 1514 (XV) particularly in respect of franchise qualifications; that the franchise qualifications embodied in the constitution were discriminatory and prejudicial to the interests of the indigenous people since they excluded the enrolment of the vast majority of the indigenous people on the electoral rolls; that the inclusion of Northern Rhodesia in the Central African Federation had been imposed contrary to the wishes of the indigenous people who formed the overwhelming majority of the people of Northern Rhodesia; that the situation in Northern Rhodesia was such that governmental powers were wielded by a small minority to the detriment of the rights and interests of the overwhelming indigenous majority; and that the question whether Northern Rhodesia was to enter into any relationship of any kind with other countries could be decided only by the people and representative bodies of Northern Rhodesia.

The draft resolution further requested the Administering Authority to take immediate steps to apply the provisions of the Declaration on the granting of independence to colonial countries and peoples in Northern Rhodesia and to repeal all legislation which directly or indirectly sanctioned racial discrimination. It finally urged the Government of the United Kingdom to comply fully with all the following conditions as a prerequisite for the forthcoming legislative elections: (1) release of all political prisoners and detainees; (2) complete freedom of movement and political activity of political parties; (3) delimitation of constituencies by an impartial commission; (4) guarantees that elections were held in an atmosphere free of any intimidation or pressure and to that end withdrawal of the federal armed forces from Northern Rhodesia; (5) no nomination of members to any vacant national seats in the Legislative Council.

The United States proposed a minority report expressing the following views:

(*a*) The new Constitution for Northern Rhodesia fell short of the aims set forth in General Assembly resolution 1514 (XV) and must be regarded merely as a transitional step towards universal adult suffrage and self-determination on that basis.

(*b*) The Committee was impressed by the high sense of responsibility shown by the African political leaders and welcomed their decision to participate in the elections. It noted that the United Kingdom Government had announced measures which should satisfy some of the conditions posed by Mr. Kaunda for participation in the elections.

(*c*) There should be no outside interference in the conduct of the elections.

(*d*) Any continuing association between Northern Rhodesia and neighbouring territories must be founded on the freely given support of the majority of the people concerned; it was noted that the United Kingdom representative had expressed a similar view.

(*e*) The territorial integrity of Northern Rhodesia should be preserved.

(*f*) The Committee noted the progress made in eliminating racial discrimination in Northern Rhodesia and called for further strenuous efforts to that end.

The Special Committee approved the conclusions and recommendations of its Drafting Committee by 12 votes to 4, with no abstentions. It rejected the minority report by 11 votes to 3, with 2 abstentions.

BASUTOLAND, BECHUANALAND AND SWAZILAND

The Special Committee began its consideration of these three territories on 15 May 1962. It heard three groups of petitioners: Messrs. Mokhehle and Ramoreboli of the Basutoland Congress Party, Mr. Nquku, President of the Swaziland Progressive Party, and Mr. Matante, Vice-President of the Bechuanaland People's Party.

The Committee held a general discussion on these territories at its 57th to 60th meetings in Tangiers. At its 64th meeting in Addis Ababa on 1 June 1962 the Special Committee established a Working Group composed of the representatives of Mali (Chairman), Cambodia, Italy, Poland and Tunisia to prepare draft conclusions and recommendations on these three territories. At its 69th meeting in Dar es Salaam on 7 June the Committee heard a supplementary statement concerning Bechuanaland by Mr. Matante. At its 70th meeting the Special Committee adopted by a roll-call of 12 to 4 the draft resolution submitted by the Working Group. This resolution recommended the General Assembly to: reaffirm the inalienable right of the peoples of Basutoland, Bechuanaland and Swaziland to self-determination and independence; invite the Administering Authority immediately to suspend the present constitutional provisions and to proceed without further delay to hold elections in the three Territories on the basis of direct universal adult suffrage; invite the United Kingdom Government to abrogate the present constitutional provisions and to convene immediately a constitutional conference with the participation of the democratically elected political leaders of Basutoland, Bechuanaland and Swaziland, with a view to setting the date on which each of the three Territories concerned would attain independence; provide economic, financial and technical assistance through United Nations programmes of technical co-operation and the specialized agencies; urge the Administering Authority to take immediate steps to return to the indigenous inhabitants all the land taken from them; declare solemnly that any attempt to annex Basutoland, Bechuanaland or Swaziland, or to encroach upon their territorial integrity in any way, would be regarded by the United Nations as an act of aggression violating the United Nations Charter.

NYASALAND

The Special Committee considered the question of Nyasaland at its 61st to 64th meetings held in Addis Ababa. At its 64th meeting it established a Working Group composed of the representatives of Syria (Chairman), Ethiopia, India, the USSR and the United States of America to prepare draft conclusions and recommendations for the consideration of the Special Committee. At its 70th meeting held in Dar es Salaam the Committee, by a roll-call vote of 11 to 1 with 3 abstentions, adopted the draft conclusions and recommendations submitted by the Working Group, according to which the Special Committee (1) noted that, at the Constitutional Conference held in 1960, the basic demand of the political parties in Nyasaland had been, as it still was, immediate accession to independence, and that the parties had accepted the present Constitution, in the absence of a better alternative, purely as an interim and compromise measure; (2) affirmed the inalienable right of the people of Nyasaland to self-determination and national independence and supported the demand of the overwhelming majority of the population of Nyasaland for the dissolution of the Federation with Rhodesia and the granting of complete independence to Nyasaland; (3) noted with regret that the administering Power had not yet taken steps towards the implementation of General Assembly resolution 1514 (XV), Declaration on the granting of independence to colonial countries and peoples, and in particular had failed to carry out operative paragraph 5 of that Declaration which required immediate steps to be taken to transfer all powers to the peoples of Trust and Non-Self-Governing Territories, without conditions or reservations; and (4) welcomed the decision of Dr. Hastings Banda and the United Kingdom Government to hold talks in June or early July on constitutional advancement, and expressed the hope that those talks would lead to the establishment of the date of independence for Nyasaland in accordance with the wishes of the people and the Declaration on the granting of independence to colonial countries and peoples.

ZANZIBAR

In the course of the Special Committee's meetings in Africa it heard a number of petitioners concerning Zanzibar. Among the points raised by these petitioners were those of the release of political prisoners and the ending of the state of emergency in the territory. Without prejudice to any subsequent recommendations and decisions which it might make concerning this territory, the Special Committee at its 71st meeting on 8 June 1962 appealed to the administering Power to release all political prisoners in Zanzibar and to end the state of emergency in the territory.

MEETINGS OF THE SPECIAL COMMITTEE IN AFRICA

In accordance with the provisions of paragraph 6 of resolution 1654 (XVI) and following invitations by the Governments of Morocco, Ethiopia and Tanganyika, the Special Committee met in Tangier, Addis Ababa and Dar es Salaam.

Chapter IV

ECONOMIC AND SOCIAL DEVELOPMENTS

A. ECONOMIC AND SOCIAL QUESTIONS

1. Economic surveys

(*a*) WORLD ECONOMY SURVEY

The *World Economy Survey, 1961* was prepared for presentation to the Economic and Social Council in July 1962. Part I of the *Survey* was devoted to a study of industrialization in relation to economic growth and development during the last decade. In part II, recent developments in the world economy were examined. The Introduction to the *Survey* stressed the significance of industrialization policies in economic growth and development.

The *Survey* noted that, when viewed as the outcome of the first determined efforts to establish modern industrial communities, the recent rates of growth in industrial production of most under-developed countries appeared to be moderately encouraging. The main limitation on more rapid rates of growth of industrial output was the level of investment. This fact emphasized the strategic importance of foreign trade in shaping the supply of capital goods available for investment. Lacking domestic capital goods industries, most under-developed countries were heavily dependent on trends in foreign trade to secure a rising volume of capital equipment. It was in this context that the pattern of industrial development in these countries was of considerable significance for their prospective rates of economic growth. Particularly in those countries on the threshold of industrialization, the spread of import-substituting industries had added considerably to the volume of foreign exchange which could be applied to imports of capital goods. By contrast, industrialization had so far contributed little towards the promotion of exports of manufactured goods. It was only in the industrially more advanced of the under-developed countries that domestic capital goods industries had begun to assume significant proportions, but their size was still modest in relation to domestic requirements.

In reviewing recent industrial growth in the developed private enterprise economies, the *Survey* observed that the problem facing these countries were distinctly different from those concerning the under-developed countries. While the average rate of growth in industrial output for the developed countries as a whole was quite high during the 1950's, there was considerable diversity of experience among the individual countries. The different rates of growth, however, were not explainable by differences in industrial structures, but rather reflected disparities in the pace of expansion of aggregate demand. Thus, the policies of greatest significance for industry in these countries had been those general monetary and fiscal measures designed to influence growth and stability. Governments in those countries had generally not pursued industrial development policies comparable to those found in many under-developed countries or in the centrally planned economies. Measures directing industry had commonly been of an *ad hoc* nature designed to deal with specific problems, such as depressed industries or technological unemployment. These measures had been motivated by social considerations but they should also be viewed as improving the resiliency of the economy and increasing its capacity for growth and adaptation.

In the centrally planned economies, the high rates of growth in industrial output of all countries during the 1950's had reflected adherence to a common strategy for economic development in which expansion of the heavy goods industries was given priority. It was partly as the outcome of this concentration of resources on industry that rates of agricultural production had, by contrast, been quite low. In the later years of the decade, however, increased emphasis had been given to agricultural development as policy had begun to favour higher levels of consumption. A notable feature of development in these countries during the last decade had been a rapid growth of trade in manufactures, particularly capital equipment. The expanding export trade in capital equipment, moreover, had not been confined to the industrially more advanced countries but was also characteristic of the industrially less advanced countries.

In reviewing recent economic developments, the *Survey* noted that in the developed private enterprise countries, trends were mixed. In North America production had risen throughout the year following recovery from the recession in the early months. In western Europe and Japan the upswing in economic activity which dated back to 1959 had paused temporarily in the course of 1961. With the slackening of the rate of growth of demand in western Europe and Japan, the pace of expansion in trade of manufactures had declined in 1961. In face of the trends in industrial countries, exports of the primary producing countries had advanced only moderately, while prices of primary commodities entering international trade had undergone further decline. Balance-of-payments pressure had continued to act as a major restraining influence on domestic economic developments in these countries.

In assessing the outlook for 1962, partly on the basis of replies to questionnaires on economic trends, problems and policies circulated by the Secretary-General, the *Survey* noted that mainly because of the continued recovery in North America the volume of production in the developed private enterprise economies as a whole, was expected to reach new peaks in 1962. The decline in the rate of expansion of demand in western Europe and Japan however, was expected to continue during the year. In the primary producing countries, export earnings were expected to grow only quite moderately in 1962; while exports to North America should derive greater strength from the continued recovery, their pace of expansion to western Europe and Japan might again diminish. In most of the centrally planned economies, though total output had continued to increase at a high rate during 1961, it had advanced at a somewhat slower pace than in preceding years; the rate of increase in industrial production had declined slightly while adverse weather conditions had either caused an absolute fall in agricultural output or had prevented any appreciable increase. In mainland China, no significant recovery was made in 1961 from the substantial decline in agricultural production which had occurred in 1960; the growth in industrial production was also arrested in 1961, generally as a result of the agricultural situation.

A report entitled *Economic Developments in the Middle East, 1959-1961* was prepared for the thirty-fourth session of the Economic and Social Council. This report, which is a supplement to the *World Economic Survey, 1961*, reviewed the major developments, in the 1959-1961 period, in the fields of agriculture, industry, petroleum, and foreign trade and payments in the Middle East. A regional summary highlighted the important economic developments of the area and pointed out the similarities and dissimilarities of development trends and prospects in individual countries. Also included was a statistical appendix, consisting of forty-eight tables on various sectors of economic activity for the countries of the region.

(*b*) ECONOMIC AND SOCIAL CONSEQUENCES OF DISARMAMENT

In response to General Assembly resolution 1516 (XV), a report on *Economic and Social Consequences of Disarmament* was submitted by the Secretary-General to the Economic and Social Council for consideration at its thirty-fourth session and for transmission to the General Assembly at its seventeenth session.

The report was prepared by a group of experts appointed under resolution 1516 (XV) and drawn from countries with different economic systems and at different stages of economic development. The group had at its disposal the replies of Governments to a *note verbale* of the Secretary-General on the economic and social consequences of disarmament sent in accordance with the unanimous recommendation of the group, as well as communications from a number of international organizations. In the course of its work the group was assisted by members of the Secretariat from the Department of Economic and Social Affairs at United Nations Headquarters and from the Economic Commission for Europe, collaborating in accordance with that Commission's resolution 1 (XVI). The experts' report is contained in volume one of the report by the Secretary-General while the replies of Governments and communications from international organizations are contained in volume two. The consultative group reached the conclusion that "the achievement of general and complete disarmament would be an unqualified blessing to all mankind" and that "all the problems and difficulties of transition connected with disarmament could be met by appropriate national and international measures".

The report briefly reviewed the resources devoted to military purposes and found that world military expenditure constituted not only a grave political danger but also a heavy economic and social burden on most countries. When released by disarmament, however, the human and material resources now absorbed for military purposes could make a very important contribution to the achievement of a number of peaceful objectives, including increased personal consumption, as well as an expansion of productive capacities and a consequent acceleration of the rate of economic growth in all parts of the world. The report devoted special emphasis to the opportunities disarmament would provide for the achievement of a much-needed increase in social investment. The potentially favourable consequences for national and international research in science and technology were also noted.

The report viewed the transitional problems raised by disarmament as a special case of the shifts in the demand for goods and services and in the allocation of productive resources that were continually occurring in all countries, and noted that under all economic systems appropriate policies could be pursued to maintain national levels of production and employment. Structural problems of conversion could be dealt with by shifts of productive resources within industries and plants and between industries. Some of these could be achieved very rapidly, while others would require new investment and the retraining of workers. Major problems would arise only with respect to a few industries and occupations, and even these could be dealt with readily, provided countries achieved adequate rates of economic growth.

The report found that international economic relations would undoubtedly benefit from disarmament. The relaxation of international tensions would facilitate the reduction of trade barriers and the modification of trading practices. For example, trade between centrally planned economies and the rest of the world could increase and the position of the primary producing countries could improve because of the accelerated economic growth which disarmament would make possible. A few primary exports were particularly sensitive to military demand and it was pointed out that particular care could and should be exercised to minimize any unfavourable impact during the transition period on the countries dependent on those commodities.

Concerning international aid for economic development the report suggested that although foreign aid could play only a supplementary role since the main responsibility for development efforts lay with the Governments and peoples concerned, there was nevertheless an urgent necessity for a substantial increase in the volume of international assistance. Such an increase could be achieved even if only a portion of the productive resources released by disarmament were devoted to aid for development. As between bilateral and multilateral programmes the report indicated that diminished international tensions should increase the scope for co-operative international action. Special consideration should be given to increasing the share of aid in the form of grants or "soft" loans.

The report drew attention to some favourable social consequences of disarmament, including increases in the level of living and in leisure, the opportunity to give social objectives a higher priority in national and international policies, and the avoidance of the psychological, moral and material evils of compulsory military service.

Throughout their report the group of experts emphasized the importance of advance planning if full advantage was to be taken of the great opportunities which disarmament would provide to lighten the burdens and enrich the lives of individuals and of society. The replies of Governments included in volume two of the report indicated awareness of this necessity, and determination to achieve in full measure the manifold benefits that disarmament would make possible.

(*c*) FULL EMPLOYMENT, UNDER-EMPLOYMENT AND UNEMPLOYMENT

A report on full employment, under-employment and unemployment was prepared for submission to the thirty-fourth session of the Economic and Social Council in response to Council resolution 835 (XXXII), which asked for a study concerning "the kinds of activities that are being pursued or contemplated, nationally or internationally, in relation to full employment objectives". The report was in two parts, the first of which was prepared by the United Nations and dealt with activities to achieve full employment, while the second part was prepared by the International Labour Office and dealt with measures for alleviating the position of unemployed and under-employed persons. Background data for the report included the replies of Governments to the annual United Nations questionnaire concerning economic trends and allied topics; the 1961-1962 questionnaire contained a number of questions on national employment and unemployment policies, jointly composed by the two collaborating organizations.

The report found that full employment was a firmly established objective of national and international policies. In the industrial countries this interest was reflected in measures to promote the stable growth of effective demand, notably fiscal policies, and in measures to eliminate structural unemployment including programmes for the training and placement of workers, and for area redevelopment. In the under-developed countries full employment was promoted through measures to achieve an accelerated rate of economic development. Of particular importance were investment policies to create employment opportunities, and educational policies to improve labour skills. The report emphasized the importance of national and international measures to improve the exports and balance-of-payments position of the under-developed countries. In the centrally planned economies the system of economic planning was designed to make full use of all resources including manpower, and unemployment was not an economic problem. Concerning international co-operation for full employment the report drew attention to recent action in this field, and suggested that in such fields as international trade relations, capital flows, technical assistance, international monetary relations and international co-operation in science and technology, a number of current proposals had important implications for the achievement of the full employment objective.

In reviewing measures for alleviating the position of unemployed and under-employed persons the report found that the unemployment benefit scheme was the most representative measure. Measures of that kind were currently in force in twenty-nine countries; the commonest form was the compulsory insurance scheme, subsidized voluntary insurance schemes and non-insurance unemployment assistance schemes being less frequent. The scope of protection, eligibility for benefits and the benefits afforded as well as the administrative and financial arrangements underlying the schemes varied from country to country. Other protective measures included devices to assist unemployed persons not covered or no longer entitled to the principal unemployment schemes, severance and dismissal grants, and other special measures. With respect to under-employed persons, the report found that the problem of alleviating their position could be solved in a fundamental way only through national economic and manpower policies which promoted economic and social development. To some extent, however, social security measures could be helpful.

2. Economic development of under-developed countries

(*a*) DEVELOPMENT DECADE

On 19 December 1961, the General Assembly of the United Nations by resolution 1710 (XVI) designated the current decade as "the United Nations Development Decade, in which Member States and their peoples will intensify their efforts to mobilize and to sustain support for the measures required on the part of both developed and developing countries to accelerate progress towards self-sustaining growth of the economy of the individual nations and their social advancement". The aim was "to attain in each under-developed country a substantial increase in the rate of growth, with each country setting its own target, taking as the objective a minimum annual rate of growth of aggregate national income of 5 per cent at the end of the Decade". In the same resolution the Secretary-General was requested to develop proposals for the intensification of action in the fields of economic and social development by the United Nations system of organizations to further the objectives of the Development Decade.

In view of the challenging responsibilities confronting the United Nations in the economic and social field, especially in connexion with the Development Decade, the Secretary-General, on 18 January 1962, announced the re-organization of the Economic Policy Board to advise him on goals and means for achieving substantial economic and social advance in the under-developed parts of the world during the decade. The Board is composed of senior officials of the United Nations Secretariat, the Managing Director of the United Nations Special Fund and his Associate, and the Executive Chairman of the Technical Assistance Board.

The proposals which the Secretary-General prepared under the terms of resolution 1710 (XVI) for the consideration of the Economic and Social Council are set forth in a report entitled "The United Nations Development Decade—Proposals for Action". In the preparation of this report, the Secretary-General held intensive consultations with the specialized agencies and took into account a number of suggestions made by them. The written material furnished by the specialized agencies for this purpose was reproduced in an addendum to the report.

In accordance with the same General Assembly resolution, the Secretary-General also invited the Governments of Member States to make proposals concerning the contents of a United Nations programme for the decade and the application of such measures in their respective plans. The replies from Governments, which, because of the time factor, could not be taken into account in the report, were reproduced as addenda to the report.

The report of the Secretary-General consists of an introduction and seven chapters, dealing respectively with: the setting and problems for the Development Decade; the approach to development planning; mobilization of human resources; sectoral development; international trade; development financing; and technical co-operation and other aids to development and planning. Under each of these headings a number of proposals for intensified action by the United Nations system in the fields of economic and social development are made. The report also contains an annex on the Mekong River Project as an example of the possible role of the United Nations system of organizations in the Development Decade.

In the foreword to the report, the Secretary-General expresses his confidence that the means to achieve the objectives of the Development Decade and to carry out the proposals contained in his report can be found if there is the will to achieve them.

(*b*) ECONOMIC PROJECTIONS AND PROGRAMMING CENTRE

In June 1962 an Economic Projections and Programming Centre was established at Headquarters in accordance with General Assembly resolution 1708 (XVI), in which it was decided to intensify and provide machinery for the co-ordination of United Nations activities in the field of economic projections and planning techniques. The main function of the Centre is to promote work in this field and to serve as a focal point for consultation among United Nations bodies concerned with economic and social projections and planning. The work programme of the Centre has thus far included research in the evaluation of techniques for constructing medium and long-term economic projections for the world and major regions. Preparations have been made for meetings of two advisory groups of experts. The first group will assist in evaluating projection techniques, while the second group will aid in preparing a study summarizing the experience gained and the techniques in use in the planning of economic development by different countries. The groups will offer suggestions on a United Nations work programme in projections and planning.

(*c*) INTERNATIONAL ECONOMIC ASSISTANCE TO UNDER-DEVELOPED COUNTRIES

(i) *International flow of capital to under-developed countries*

A study on the *International Flow of Long-Term Capital and Official Donations, 1951-1959*, prepared in response to Economic and Social Council resolution 780 (XXX) and General Assembly resolution 1522 (XV), was submitted to the General Assembly at its sixteenth session. The study analysed the magnitude and trend of flows of long-term capital and official donations in the decade of the 1950's, from the point of view of developed and under-developed countries. It also examined international economic assistance by the centrally planned economies to less developed countries in the rest of the world.

A second report under Council resolution 780 (XXX) and Assembly resolution 1522 (XV) as well as Assembly resolution 1711 (XVI), covering the period 1958 to 1961, is under preparation for submission to the General Assembly at its seventeenth session. Chapter I of this report examines international flows of capital and official donations in the years 1960, and where possible, 1961. Chapter II presents a detailed analysis of private capital flows for three recent years for which comparable information is available.

A report on international economic assistance to Africa in 1960 was prepared for submission to the Economic Commission for Africa at its fourth session. This report was the third document to be prepared in response to a request by the Commission at its first session and to Commission resolution 2 B (I). It presented data on official economic assistance, both bilateral and multilateral, to countries in Africa. It pointed out that the aggregate amount of net official economic assistance received by these countries in 1960, $1,400 million, was the largest amount recorded in the past decade.

A report on the role of foreign finance for economic development in Asia and the Far East during the years 1951 to 1960 was prepared for submission to the seventh session of the Working Party on Economic Development and Planning of the Economic Commission for Asia and the Far East. It analysed the net international flow of official donations and long-term official and private capital to the less developed countries in Asia and the Far East. Special emphasis was placed on comparing and contrasting the flows received by individual countries and on indicating the contribution of these flows to the total supply of foreign exchange and to investment for economic development.

(ii) *Promotion of the international flow of private capital*

Under Economic and Social Council resolution 836 (XXXII) a third report was prepared on the promotion of the international flow of private capital.

In reviewing the status of the Secretary-General's studies in this field, the report discussed the expanding role of financial institutions in the flow of foreign private capital to less developed countries and suggested possible lines for inquiry on that subject. In the era subsequent to the Second World War, many national and international financial institutions had been established in order to facilitate the economic development processes in the less developed countries. While the international institutions, and many of those created in the capital-supplying countries, had served primarily as sources of official aid capital for the less developed countries, they had also been important both for mobilizing foreign private capital for economic development and directing it to that purpose. National institutions, both in capital-supplying and capital-receiving countries, had been created in a variety of ways; some were wholly owned by Governments, others are entirely privately owned and many are 'mixed' in that they combined both governmental and private participation.

There was no one pattern whereby foreign private capital participated with those institutions: on the one hand foreign private capital provided loan capital to many of the international and national institutions and had subscribed to the capital stock of some "mixed" and all of the privately-owned national institutions; on the other hand, foreign private capital was involved directly in some of the projects undertaken by those institutions in the less developed countries and was increasingly taking up some of the earlier maturities of development loans extended by them.

The flow of technological and managerial expertise from the industrialized countries was often a vital concomitant of foreign private investment in the less developed countries. In the report an examination was made of ways by which active foreign entrepreneurial participation might serve to mobilize domestic capital and entrepreneurship by overcoming limitations to industrialization, chiefly through the contribution of such expertise. The combination of foreign private investment with local capital and resources, especially in the industrial sector, was a noteworthy trend in this connexion.

In accordance with resolution 836 (XXXII) the report also reviewed the progress made in relation to specific proposals relating to the protection of foreign private capital against non-business risks and listed measures adopted by capital-receiving countries for the protection and promotion of foreign investment, either unilaterally or by the conclusion of bilateral treaties with capital-supplying countries.

(*d*) UNITED NATIONS CAPITAL DEVELOPMENT FUND

At its sixteenth session, the General Assembly had extended the mandate of the Committee on a United Nations Capital Development Fund and had instructed it to prepare the necessary draft legislation (Statute) for a Fund in the light *inter alia* of twelve general principles which had been unanimously approved by the Committee at its first session.

In February 1962, the Committee requested the Secretariat to prepare for it a working paper containing the legal provisions for inclusion in a draft Statute for the Fund. The Secretary-General circulated the working paper to the States members of the Committee in April.

The Committee held the main part of its second session in May and June 1962. At that time, it considered the Secretary-General's report on capital development needs of the less developed countries which had been requested at its previous session.

Concerning the foreign capital requirements of underdeveloped countries as a group, the report cited a number of global estimates indicating that to achieve the relatively modest target of an annual rate of growth in national income per caput of about 2 per cent, the additional foreign capital required annually would amount to at least $2,000 million and might, under certain assumptions, be substantially more. This conclusion, implying that the current rate of capital inflow was not sufficient for such an acceleration in the rate of economic development, was supported by a number of estimates of aid requirements for specific purposes, such as the estimates contained in certain national and regional development plans.

The report noted that the net flow of the long-term capital and official donations from the developed to the under-developed countries appeared to have risen by at least 60 per cent between 1951-1955 and 1956-1959, the flow amounting to about $3,900 million annually in the latter period. About 90 per cent of the flow in recent years had been provided on a bilateral basis. The operations of the multilateral agencies, which accounted for the remaining 10 per cent of the flow of funds, were reviewed briefly; these included regional organizations such as the Colombo Plan and the various organizations concerned with Latin America, the United Nations specialized agencies which provided long-term capital for developmental purposes, and the United Nations technical co-operation agencies, including the Special Fund. Although multilateral agencies had accounted for a small proportion of the total flow funds, it was emphasized that they had played an important strategic role; technical and pre-investment assistance, for example, had greatly enhanced the value of other forms of foreign capital flow.

The report also commented on possible directions for future efforts in economic assistance. It drew attention to the importance of grants and "soft" loans, to the possible utilization of surplus food for economic development, to the need for an expansion of technical assistance and pre-investment operations, to the importance of measures to improve the foreign trade position of the under-developed countries, and to the particular interest currently shown in aid to Africa. With respect to the future, the report noted the desire expressed by the General Assembly—as exemplified, for example, in the resolution on the "United Nations Development Decade" and the resolution expressing the hope that the flow from the developed countries would reach one per cent of their combined national incomes—that the flow of capital aid to under-developed countries be strengthened, and suggested that it might perhaps be desirable to establish within the United Nations system a mechanism for the regular and comprehensive review of developments in the field of capital aid.

During the discussion in the Committee some representatives pointed out that the estimates of capital needs varied considerably and that the more recent studies had given estimates considerably lower than the earlier ones. Others considered that the report revealed the inadequacy of assistance furnished by the United Nations agencies as compared to that furnished through other channels. The Committee took note of the report with appreciation and requested the Secretary-General to circulate it to Governments for their information.

The Committee considered the provisions of the Statute under which the Capital Development Fund would be established and expressed appreciation of the working paper prepared by the Secretariat to facilitate this task. The delegations of Canada, France, Japan, the United Kingdom and the United States indicated that, in view of their inability to support the establishment of the Fund, it would not be appropriate for them to participate in the consideration of the Statute. The delegations of Denmark and the Netherlands maintained the view that the Special Fund should be enlarged so that it might provide capital as well as pre-investment assistance; they did not consider themselves able to contribute to the consideration of a statute for a separate fund. The delegation of Italy agreed to participate in the discussion on the understanding, confirmed by the Chairman of the Committee, that in so doing, the Government of Italy undertook no commitment on its eventual attitude towards the Fund.

A majority of the members considered that the Committee had no alternative but to carry out the clear instructions it had received from the General Assembly with regard to the preparation of a draft Statute.

As regards specific provisions of the draft Statute, the Committee agreed in particular that the Fund's assistance should be "by means of grants and loans, particularly long-term loans made free of interest or at low interest rates". Entities other than Governments having juridical personality, as well as Governments, should be eligible to receive assistance, although only on the request of the Government concerned. It was agreed that the Fund's resources should be obtained from voluntary contributions. Contributions should be either in cash or in kind, and contributions in cash might be made either in currencies that were readily usable by the Fund or in other currencies. Contributions should be without limitation to a specific recipient or project.

It was agreed that recipient Governments should undertake to work towards the effective utilization of all assistance—direct or indirect—which they received from the Fund.

The Committee recommended that the Fund should be open to any State which was a Member of the United Nations or of the specialized agencies or the International Atomic Energy Agency. Participation would also be open to other States which accepted the Statute and were admitted by the General Conference.

The Committee also recommended that the Fund should be an organ of the United Nations "endowed with the autonomy necessary for the exercise of its functions" under the Statute. It should be administered under the supervision of the Economic and Social Council and under the authority of the General Assembly, which would exercise in respect of the Fund its powers under the Charter, reviewing its progress and general policies as a separate item of its agenda and making appropriate recommendations.

The Committee further proposed in the draft Statute that the Fund should have: (1) a General Conference consisting of all participating States and meeting annually to establish the general policy of the Fund and to report to the Economic and Social Council; (2) an Executive Board, consisting of at least twenty-four members elected by the General Conference with an equitable representation of economically more developed and less developed countries, meeting at least four times a year, and having responsibility for the Fund's administration and operations, with the power to approve loans and grants; and (3) a Managing Director to be appointed by the Secretary-General after consultation with the Executive Board for a four-year term and having overall responsibility for the Fund's operations subject to the general and specific directives received by him from the Executive Board. He would have the "sole authority to submit, with his comments, to the Board requests for loans and grants by Governments". He would be assisted by the "requisite number of staff members" and consultants to be selected "on the basis of their competence and in accordance with the principle of equitable geographical distribution".

The Committee considered that the Fund should maintain close and continuing working relationships with the Special Fund, the Technical Assistance Board, the regional economic commissions, and the specialized agencies concerned, and in particular that the Managing Director, to the extent possible, should endeavour to make effective use of the facilities provided by those organs and organizations.

The Committee thus established a full set of statutory provisions under which the Fund could operate. The Committee's report also contained a detailed summary of the reservations and dissenting views regarding individual provisions. The representatives of Czechoslovakia and the USSR reserved the positions of their Governments with regard to the draft Statute. In order to make the position as clear as possible, the Committee agreed that the draft Statute should be submitted to the Economic and Social Council on behalf of a "majority of the members of the Committee".

(*e*) WORLD FOOD PROGRAMME

In the course of the past year, further steps were taken in the Economic and Social Council and in the General Assembly to implement earlier decisions relating to the utilization of food surpluses for the benefit of food-deficient peoples, and a "World Food Programme" was established to be administered jointly by the United Nations and FAO.

The Economic and Social Council, by its resolution 832 (XXXII), requested the Secretary-General of the United Nations and the Director-General of FAO to formulate proposals regarding procedures and arrangements for a multilateral programme for surplus food mobilization and distribution. It invited Governments to take positions at the forthcoming session of the General Assembly respecting the proposal for an initial programme aimed at a fund of $100 million in commodities and cash contributions, and also the principal measures for the implementation of such a programme. It recommended that the General Assembly in considering these proposals take into account the deliberations of the FAO Conference, which was to consider the matter in November 1961.

In accordance with the General Assembly's earlier request in resolution 1496 (XV), the Secretary-General had reported to the Council on the role of the United Nations and its related agencies in the use of food surpluses for economic development. It was pointed out that additional imports of surplus food could combat inflationary tendencies caused by the impact of development expenditures on an inelastic domestic food supply; and that they could also lessen the impact of local crop failure on domestic prices; while improved nutrition could itself contribute to increased productivity. The report noted that the proportion of capital requirements of development programmes which could be effectively met in surplus food would vary from country to country; and that the possible effect of food aid programmes on the exports of third countries would have to be taken into account.

Meanwhile the Director-General of FAO had reported in *Development through Food—A Strategy for Surplus Utilization*, drawing attention to national programmes requiring food aid and to the requirements for an expanded programme of food aid to economic development. The report also discussed the question of international emergency food relief, as well as the organizational implications for FAO, the United Nations and other agencies in the event of multilateral food aid programmes being established.

The General Assembly at its sixteenth session had before it a series of joint proposals concerning procedures and arrangements put forward by the Secretary-General of the United Nations and the Director-General of FAO in response to the Council's request. It also had before it the resolution on the establishment of a "World Food Programme" which had been adopted a few weeks earlier by the Conference of the Food and Agriculture Organization. It approved the establishment of the joint World Food Programme, on an experimental basis for three years, which envisaged a fund of $100 million from voluntary contributions of surplus food, cash and services. Subject to the guidance of a twenty-nation inter-governmental committee, the Programme was to be administered by a joint United Nations/FAO unit with special reference to emergency food needs, pre-school and school feeding, and the implementation of pilot projects using food as an aid to economic and social development. The inter-governmental committee was charged with ensuring that commercial markets and normal trade were not interfered with, that the agricultural economy in recipient countries was safeguarded and that normal commercial practice in respect to services was also safeguarded. Its immediate task was to make recommendations regarding detailed procedures and arrangements for the Programme; a pledging conference for contributions from Governments was to take place after those arrangements and procedures had been approved by the Economic and Social Council and the FAO Council, meeting concurrently.

While approving the Programme, the General Assembly recognized that the ultimate solution to food deficiency in less developed countries lay in self-sustained growth, with food requirements being met from domestic production or from the proceeds of an expanding export trade. Furthermore, while acknowledging that the utilization of food surpluses provided an important transitional means for relieving hunger in less developed countries and for assisting their economic development, the Assembly recognized that food aid was not a substitute for other types of assistance, in particular for capital goods. It therefore requested that expert studies be made to assist the consideration of the future development of multilateral food programmes, and that particular attention be given, in connexion with the FAO Freedom from Hunger Campaign, to the necessity of improving and increasing local food production in food-deficient countries.

The inter-governmental committee met in Rome in February 1962 and its unanimous report on the conditions and procedures for the establishment and operation of the Programme went before concurrent meetings of the FAO Council and the Economic and Social Council held at United Nations Headquarters in the week of 16 to 19 April 1962. The recommendations were duly approved by the two Councils. In its resolution 878 (XXXIII), the Economic and Social Council agreed with the FAO Council that the World Food Programme should be initiated with the minimum delay and that a pledging conference should be convened at the earliest possible date. It accordingly invited the Governments of States Members of the United Nations or members of the specialized agencies to take early steps to prepare for such a conference and, in determining their contributions, to bear in mind the necessity of obtaining the goal of $100 million in commodities, services and money. Thereupon, and after informal consultation with the inter-governmental committee, the Secretary-General and the Director-General of the FAO appointed an Executive Director of the Programme.

(*f*) INDUSTRIALIZATION AND PRODUCTIVITY

The Secretary-General submitted to the Committee for Industrial Development at its second session held in March 1962 and to the Economic and Social Council at its thirty-third session a report on the progress of the work programme on industrialization. The report presented a summary of the work accomplished in respect of research, and of substantive servicing of field operations in industry. It was supplemented by four notes submitted by the Secretariat to the Committee under the respective items of the Agenda which contained detailed information on the substantive aspects of the studies, reports, seminars, working parties and other research projects carried out under the programme in the fields of planning and programming of industrial development, training and management, small-scale industries, and the transfer of industrial technology, respectively. Preliminary versions of certain research studies undertaken by the Secretariat were made available to the Committee for information purposes. The Committee had also before it a note by the Secretariat on some social implications of industrialization.

In accordance with paragraph 3 of General Assembly resolution 1712 (XVI), reports on assistance in the field of industrial development were submitted to the Committee by the Executive Chairman of the Technical Assistance Board and the Managing Director of the Special Fund, respectively. Pursuant to the same resolution, information on the activities in the field of industrialization of the regional economic commissions, the specialized agencies and IAEA was also put before the Committee.

In compliance with Council resolution 839 (XXXII), a progress report on concerted action in the field of industrialization, prepared in consultation with the agencies mainly concerned, was presented by the Secretary-General to the Committee and the Council.

In accordance with a recommendation contained in the Committee's report on its first session—which was adopted by the Council in resolution 817 (XXXI)—an Industrial Development Centre was established in July 1961 within the Secretariat. Following a discussion of the functions of the Centre by the Inter-Sessional Working Group of the Committee for Industrial Development during its meeting in October 1961 and by the Second Committee of the General Assembly at its sixteenth session, after which several provisions relating to the Centre were incorporated in resolution 1712 (XVI), the Secretary-General submitted to the Committee, at its second session, a note on the organization of that unit.

At its second session, the Committee for Industrial Development reviewed the work performed by the Secretariat under the work programme approved by the Committee at its first session. It considered that the documentation resulting from the implementation of the programme was of high quality and could be put to immediate use in the newly developing countries.

The Committee recommended several additional projects for inclusion in the programme. It agreed that an expansion was needed both in research work and in operational activities; this would require strengthening the staff and other resources of the Secretariat.

In accordance with General Assembly resolution 1712 (XVI), the Committee studied the flow of assistance rendered by the United Nations, the specialized agencies and IAEA in the field of industrial development and made recommendations aimed at expanding those activities for the benefit of the less developed countries. The Committee felt that the amount of resources that had been devoted so far by the United Nations to promotion of industrialization under its various programmes was insufficient. It appealed to the Technical Assistance Committee, the Special Fund and the specialized agencies to take measures to encourage an increase in the share of allocations devoted to industrial development. It recommended that the Resident Representatives encourage the Governments to increase their requests for assistance in the field of industrial development and to provide them with the necessary assistance in formulating such requests.

The Committee noted that, in addition to substantive servicing of field operations, expert staff from the Secretariat both at Headquarters and in the regional economic commissions had rendered direct assistance to Governments in industrial projects, and recommended that such activities be expanded; the Committee requested the Secretary-General to submit to the Economic and Social Council at its thirty-fourth session an estimate of the needs for such technical advisory services and of their financial implications.

Pursuant to resolution 1712 (XVI) the Committee gave further consideration to the expansion of United Nations activities in the field of industrial development, and in particular to the advisability of establishing a specialized agency or any other appropriate body for industrial development.

After discussion, the Committee unanimously adopted a draft resolution which it recommended to the Economic and Social Council for adoption. In the resolution, the Council would request the Secretary-General to consider urgently the problem of the adequate staffing of the Secretariat for industrial development purposes including the possible appointment, at the level of under-secretary, of a suitably qualified person as United Nations commissioner for industrial development; and to appoint an advisory committee of ten experts, selected for their competence and on the basis of an equitable geographical distribution, to examine the question of what further organizational changes might be necessary in order to intensify, concentrate and expedite the United Nations effort for industrial development of the less developed countries, including the advisability of establishing a specialized agency for industrial development, or of strengthening or modifying the existing organizational structure in that field, and to report to the Committee at its third session.

At its thirty-third session, the Council unanimously adopted resolution 872 (XXXIII) in which it took note of the report of the Committee on its second session and endorsed the recommendations, the programme of work and priorities set out in the report. It also adopted unanimously the draft resolution recommended by the Committee. A United Nations Commissioner for Industrial Development was appointed by the Secretary-General, and took up his duties on 1 June 1962.

The fifth issue of the *Bulletin on Industrialization and Productivity* was published. A large part of the issue was devoted to studies and bibliographical material on planning and programming of industrial development. It contained an article on evaluation of projects in predominantly private enterprise economies—selected procedures, based on case studies; a note on the meeting of an expert working group on industrial development programming data; an article on methodological problems in long-term economic development programming, with examples from the Yugoslav economy; and a preliminary bibliography for industrial development programming. The issue also contained notes on the seminar on industrial estates in the ECAFE region, and on the United Nations work programme on industrialization.

(*g*) UNITED NATIONS CONFERENCE ON SCIENCE AND TECHNOLOGY

As was stated in last year's annual report, in May 1961 the United Nations Scientific Advisory Committee recommended that a Conference on the Application of Science and Technology for the Benefit of the Less Developed Areas should be held under the auspices of the United Nations and with the co-operation of the specialized agencies. The purpose and general theme of the Conference would be to stimulate economic and social development through the application of the latest advances in science and technology to the less developed countries; and in particular to assist in identifying the fields in which research might be directed and adapted, to best advantage, to the conditions obtaining in those countries and to their special needs.

With its recommendation the Scientific Advisory Committee submitted a list of items which, in its opinion, called for special consideration. The Committee suggested that, in preparing their material, contributors should give due weight to the difficulty of transferring and adapting techniques between areas whose stage of development might vary widely. Apart from the assistance to be rendered by the highly developed countries, the possibility of fostering co-operation between the less developed countries themselves merited attention; in that context the experience of newly developed areas would be particularly valuable. The general theme should be interpreted in as practical a way as possible so that the Conference, in taking stock of the progress already achieved, might provide a stimulus to accelerated development.

At its thirty-second session, the Economic and Social Council considered the report of the Scientific Advisory Committee and adopted resolution 834 (XXXII), in which it approved in principle the proposed theme and agenda for the Conference (subject to the observations which Governments were invited to submit by 1 October 1961) and decided that an international technical conference of Governments should be held in Geneva, if possible in August 1962, for not more than twelve days. The Secretary-General was requested to invite all States Members of the United Nations or of the specialized agencies to take part in the Conference and include among their representatives individual experts competent in the fields to be discussed, due regard being had to the principle that a large number of representatives of the developing countries should participate in the Conference. The resolution further provided that the United Nations, the specialized agencies, and interested non-governmental organizations in consultative status with the Council should be invited to designate persons to represent them at the Conference. The Secretary-General was also requested, in consultation with the Scientific Advisory Committee, to make the necessary arrangements for the Conference, including the development of the final agenda and the preparation of the technical papers to be presented.

Consultations were accordingly held with the specialized agencies through the Administrative Committee on Co-ordination, and the agencies have participated continuously in the programming of the Conference activities; they have also made staff available to the Conference secretariat.

In September 1961, at the invitation of the Scientific Advisory Committee, the Secretary-General nominated an Advisory Panel of the Committee comprising twelve members, of whom seven serve as alternates for the members of the Advisory Committee and five are nationals of countries selected in such a way as to ensure a wider geographical distribution—in relation to the purposes and scope of the Conference—than the composition of the Committee can provide.

At its first session (New York, 1-6 December 1961) the Scientific Advisory Panel reviewed the Secretariat proposals concerning: (*a*) the preparatory arrangements for the Conference (the meeting place and date; the purposes, scope and theme of the Conference; the categories of participants to be invited; the nature of the proceedings; the arrangements for the submission and screening of papers), and (*b*) the agenda for the Conference. The Panel reported on these matters to the Scientific Advisory Committee; its recommendations were also set out in an information bulletin which the Secretary-General circulated to Governments in December 1961 together with an invitation to take part in and contribute to the Conference. A similar invitation was extended to the organizations covered by Council resolution 834 (XXXII)).

At its Geneva session, held from 18 to 20 December 1961, the Scientific Advisory Committee considered the report of the Advisory Panel. It made a number of recommendations, including one that, in order to allow Governments more time for preparation, the Conference should be postponed until the first quarter of 1963. At its resumed thirty-second session the Economic and Social Council took note of this recommendation in establishing its work programme for 1962.

On 2 February 1962, the Secretary-General, acting on a recommendation of the Scientific Advisory Committee, appointed the President as its Secretary-General of the Conference.

On 2 March 1962 the Secretary-General of the United Nations advised that in view of the conference programmes of the international organizations in Geneva and elsewhere, the Conference would have to be held during the period from 4 to 20 February 1963.

Further consultations will be held between the Secretary-General and the Scientific Advisory Committee and the Scientific Advisory Panel, the latter body being due to meet on 2 July 1962, and the Advisory Committee in October 1962.

(*h*) NATURAL RESOURCES

Work in the field of non-agricultural resources as a whole

In compliance with its resolution 345 (XII), the Secretary-General submitted to the Economic and Social Council at its thirty-third session a periodic report on work being done in the field of non-agricultural resources. The report noted the rapid expansion of the United Nations work in natural resources in recent years, particularly since the establishment of the Special Fund and as a result of the accelerated technical assistance activities of the United Nations. It reviewed briefly the main activities of the Department of Economic and Social Affairs at Headquarters in the fields of resource surveying and mapping, geology and mining, energy and electricity and water resources, respectively.

The Council, in resolution 877 (XXXIII), noted with approval the nature and scope of the work outlined and the trend of future work indicated; recognized the increasing importance of this work for economic development, and the importance of continuing study, analysis, and dissemination of information on natural resources, to ensure the necessary support of technical assistance and Special Fund activities; stated that the United Nations activities in the field of natural energy resources should be concentrated mainly on providing assistance to less developed countries in developing those sources of energy which were of major importance for their development, including industrialization; and requested the Secretary-General to prepare similar reports on a biennial basis.

Operational activities

Much of the work in natural resources development, as noted above, is now of an operational nature. In particular, the growing number of technical assistance and Special Fund projects require corresponding substantive support by the Secretariat's resources economists and mining and water engineers. This consists in economic and technical evaluation of governmental requests for assistance, aid in programming and preparation of projects, drafting of job descriptions and plans of operation, selection and briefing of experts, rendering of background information and advice, review of progress and final reports, and synthesis, to the extent time permits, of experience for wider dissemination.

By May 1962 the United Nations had become Executing Agency for twenty-eight projects, covering various aspects of the development of natural resources, in more than a score of countries or territories.

United Nations Conference on New Sources of Energy

The United Nations Conference on New Sources of Energy was held in Rome from 21 to 31 August 1961, pursuant to Economic and Social Council resolutions 710 A (XXVII) and 779 (XXX). The objectives were to permit an exchange of ideas and experience in the applications of three new sources of energy, namely, solar energy, wind power and geothermal energy (natural steam and hot water); to consider means of bringing these techniques into wider use, particularly for the benefit of less-developed areas; and to provide up-to-date information on progress achieved and on the potentialities as well as the limitations in the use of these sources of energy, especially in those areas lacking the conventional energy sources or facing high energy costs.

The Conference had a registered attendance of 447 persons representative of a wide range of professional disciplines and organizational backgrounds and drawn from seventy-four countries and territories in all parts of the world. A total of 250 papers and 20 general reports, based on a broad agenda established by the Council, and representing the experience of authors from twenty-nine countries, were prepared and distributed in advance.

A report on the Conference, containing a systematic synthesis of the papers and discussions, and a summary of the implications, will be considered by the Council at its thirty-fourth session.

Petroleum seminar

In implementation of Economic and Social Council resolution 758 (XXIX), the United Nations Interregional Seminar on Techniques of Petroleum Development was held at United Nations Headquarters from 23 January to 21 February 1962. The Seminar constituted an intensive background training course in the technical, administrative and operational aspects of the petroleum industry designed for senior administrators responsible for petroleum- or energy-policy formulation in less developed countries. Twenty-eight officials from twenty-two countries attended. The programme comprised some 40 lectures, 20 film showings, a number of panel and other discussions, and field trips to a research laboratory and a refinery. The lecturers heard were twenty-five internationally-renowned specialists from nine countries and two members of the Secretariat. The papers of the Seminar are to be published.

Study on petroleum

A study on *Capital Requirements of Petróleum Exploration and Methods of Financing* was prepared by the Secretary-General pursuant to a recommendation of the Committee for Industrial Development, as endorsed by the Economic and Social Council in resolution 817 (XXXI). The study was submitted to the Committee at its second session in March 1962, and will also be considered by the Council at its thirty-fourth session.

Water resources

The second biennial report of the Water Resources Development Centre was submitted to the Economic and Social Council at its thirty-third session. It pointed out developments—particularly, the related activities of the Special Fund and the United Nations Development Decade—which had affected and would affect the Centre's responsibilities and the need to review the existing arrangements pertaining to the Centre; analysed the water projects financed by the Special Fund, and reviewed other work of common interest to the United Nations organizations participating in the Centre's activities. It also contained a comprehensive, annotated list of the projects of the two previous years.

The Council, in resolution 876 (XXXIII), noted with satisfaction the proposal of the Secretary-General to review the present arrangements pertaining to the Centre; requested the Administrative Committee on Co-ordination to include in its report to the Council at its thirty-fourth session concrete proposals on the measures to be taken to that effect; requested the Secretary-General and the executive heads of the specialized agencies concerned to ensure, *inter alia* by secondment of personnel as appropriate, that the Centre should be in a position to fulfil its functions; and requested that the Centre draw up for the Council's thirty-fifth session proposals for a priority programme of co-ordinated action in the water resources field within the framework of the United Nations Development Decade.

Pursuant to Economic and Social Council resolution 759 (XXIX), the Secretariat is now engaged in carrying out a survey of potential economic applications of demineralization of sea or brackish water in arid or semi-arid areas of under-developed countries experiencing fresh-water shortages. The study is being financed by a grant from the Ford Foundation.

(*i*) LAND REFORM

In accordance with resolution 712 (XXVII) of the Economic and Social Council, the Secretary-General in co-operation with FAO and the ILO prepared a progress report on land reform, to be considered at the Council's thirty-fourth session. The report was based on a questionnaire circulated to Governments and a number of case studies carried out in different regions in co-operation with the regional economic commissions.

A note was prepared by the Secretary-General for consideration at the sixteenth session of the General Assembly, summarizing the progress made in implementing resolutions concerning land reform adopted at earlier sessions of the Assembly and of the Economic and Social Council. While no specific decisions were taken by the General Assembly in connexion with land reform, the General Assembly resolution on the United Nations Development Decade did pay special attention to land reform programmes.

The Economic and Social Council at its thirty-second session adopted a resolution based upon the findings published in the *Report on the World Social Situation* and on previous recommendations of the Council and of the General Assembly, in which, considering the demonstrated value of co-operatives in agriculture, it invited Governments to give appropriate support to the development of co-operatives among farmers, requested them to supply the latest information on their development, and asked the Secretary-General to give special attention in his reports to the progress in land reform, and to the development of co-operatives and also of other means of raising agricultural output and improving social conditions among rural populations.

3. Development of international economic co-operation

In its resolution 1707 (XVI) the General Assembly recognized international trade as a primary instrument for economic development. While noting with satisfaction that in May 1962 the United Nations Commission on International Commodity Trade would itself and jointly with the FAO Committee on Commodity Problems be considering ways and means of solving problems created by fluctuation in commodity export earnings of less developed countries, the Assembly requested the Secretary-General to consult States

Members of the United Nations and the specialized agencies to ascertain their views on the advisability of holding an international conference on international trade problems relating to primary commodity markets and, in case such a conference was considered advisable, the topics that might be considered for the provisional agenda.

The Secretary-General invited Member States to express their views on the above subjects. The replies received will be submitted to the Economic and Social Council for consideration at its thirty-fourth session.

4. International commodity problems

(a) MEETINGS AND CONFERENCES RELATING TO COMMODITY PROBLEMS

The instability and uncertainty in international markets for primary commodities, together with the continued downward drift in the prices of a number of these commodities at a time when costs to the primary exporting countries of the manufactured goods which they must import have continued to climb, have given rise to increased concern for the economic development of such countries among States Members of the United Nations. The Secretary-General has continued to use his good offices through United Nations and related agencies to seek solutions to the problems involved.

The United Nations Sugar Conference was held from 12 September to 23 October and from 7 to 14 December 1961 in connexion with the working of the current International Sugar Agreement, which was designed to assure markets for exporting countries and supplies to importing countries, at equitable and stable prices. The "free market" to which quotas related had greatly altered in structure and size since the Agreement entered into force in January 1959 and re-examination of export quotas and prices was required. The Conference failed to reach an accord on quotas for the years 1962 and 1963, but provided for the convening of a new conference before the end of 1963 to negotiate a new agreement.

The United Nations Wheat Conference was held from 31 January to 10 March 1962. It was the most representative meeting on wheat trade in the post-war era. It negotiated a new International Wheat Agreement, which will enter into force for a period of three years on the expiry of the existing agreement on 31 July 1962. It continues to provide a measure of stability to prices of wheat and flour entering international trade, by guaranteeing that within a specified price range, certain quantities will be demanded by importing countries or supplied by exporting countries. The Conference had of course to give attention to the implication for wheat trade of developments in the common agricultural policy of the European Economic Community, and also the implications of special transactions which promoted the utilization of excess wheat for the benefit of poorer countries.

The Secretary-General has at the request of the Coffee Study Group called a United Nations Conference for 9 July 1962 to discuss measures designed to meet the special difficulties concerning coffee, the Group having prepared for consideration a draft international agreement embodying export quotas as a stabilizing instrument.

The Secretary-General has also been keeping in touch with the FAO Cocoa Study Group which, in view of the continuing surplus of cocoa production over consumption, has been giving attention to suitable measures including an international commodity agreement, to stabilize the market. It is now expected that the Secretary-General will be requested to call a United Nations negotiating conference early in 1963.

The International Lead and Zinc Study Group, for which the Secretary-General provides Secretariat services, held its fourth session in October 1961 and its fifth session in March and May 1962. During the year the marked prices of both lead and zinc declined as a surplus condition continued to prevail. However, by the fifth session, as a result of voluntary curtailments and revision of production estimates the statistical position of metals had improved. The Group also planned studies of factors underlying long-term trends in production and consumption of these metals. The uncertain situation and outlook for the agricultural raw materials, especially cotton and rubber, and studies of trends and measures affecting the stability of their markets have also been brought to the attention of the Secretary-General by the commodity study groups concerned.

The Secretary-General has also kept in close touch with the developing situation in numerous other primary commodities through the recognized inter-governmental bodies concerned. In addition to those for sugar and wheat, councils for tin and olive oil have continued to administer international agreements negotiated in earlier years at United Nations conferences. With an accord on a new price range reached among countries subscribing to the International Tin Agreement 1960, the Agreement is now definitively in force until July 1966. Initial preparations are being made for the calling of a United Nations conference to negotiate a renewal of the existing International Olive Oil Agreement which expires in September 1963.

The Interim Co-ordinating Committee for International Commodity Arrangements which, *inter alia*, advises the Secretary-General on the question of calling United Nations commodity conferences, met in April 1962. It drew attention to the value of wide participation by States Members of the United Nations in commodity discussions and also to the desirability of publicity being given to proposed inter-governmental measures and the underlying situations they are intended to correct. The Committee stressed the usefulness of world-wide trend studies and commodity projections which might assist Governments in formulating suitable policies; and where international commodity agreements were involved, it saw merit in incorporating an element of flexibility in order to permit adjustment to changes of a longer term character. The Committee also gave attention to adaptations in world-wide commodity agreements necessitated by regional trade arrangements, and in the context of the current situation, expressed its concern for the stability of commodity markets in view of the possibility of large-scale disposal of non-commercial stocks.

The Commission on International Commodity Trade, which has general responsibility for reviewing the situation in this field, held its tenth session from 15 to 23 May 1962. It concluded that the average price of primary commodities moving in international trade had declined for the fourth successive year in 1961 and that the terms of trade of primary producing countries had declined to their lowest level since 1950. The Commission reaffirmed the view that the long-term problem should be approached by action on the part of both industrial and primary producing countries, including measures towards structural adjustment in their respective economies to facilitate diversification in primary producing countries. In 1961 the export proceeds of some primary exporting countries were also affected by adverse fluctuations of a short-term nature. At the same time the Commission, having given attention to various proposals, decided to set up a technical working group to study in detail systems of compensatory financing for offsetting fluctuations in the export earnings of primary producing countries. The group would also consider a programme of works on measures needed to remedy the unsatisfactory long-term trend in commodity earnings of primary exporting countries.

The Commission also adopted the report of a joint session it had held with the FAO Committee on Commodity Problems from 7 to 14 May 1962. Attention was given to studies prepared by the United Nations and FAO on demand for primary commodities. It was considered useful to have a joint discussion of the problems arising in connexion with projections for agricultural and non-agricultural commodities. Governments were asked to communicate their comments on the studies. Meanwhile, the studies are being transmitted to the regional economic commissions, specialized commodity groups and the United Nations Statistical Commission for review. The joint session had also given attention to the role of national marketing boards and the stabilization funds, particularly in less developed areas, and to the possibility of using international compensatory financing in connexion with fluctuations in prices of individual primary commodities.

(*b*) Commodity survey

The documentation for the discussion of the current primary commodity situation by the Commission on International Commodity Trade on its tenth session was provided in part by the secretariat of FAO and in part by the United Nations Secretariat, the former dealing with agricultural commodities and the latter with non-agricultural commodities. As a result of this arrangement, the *Commodity Survey, 1961*, prepared by the United Nations Secretariat, consisted of an over-all appraisal of the primary commodity situation and a supplement dealing with the major minerals entering world trade.

The survey concluded that the year 1961 had been another year of relative over-all stability in the world primary commodity situation. The movements in demand again tended to offset one another. For almost all commodities, however, supplies—or the existing capacity to produce—had been in excess of current rates of consumption. As a result, most international markets had remained under pressure and the over-all index of prices, which had drifted slowly downward in 1960, had failed to rally in 1961; indeed, by the last quarter of the year it had been almost 2 per cent below the corresponding 1960 figure. Thus in 1961, for the fourth successive year, the average price of primary commodities moving in international trade had registered a decline.

World production of the major commodities moving in international trade had registered a further increase between 1960 and 1961 but a smaller one than during the previous interval. The consumption of most commodities also appeared to have increased somewhat less between 1959/1960 and 1960/1961 than it had in the previous interval. However, supply limitations—except in the case of jute, abaca and palm kernels and oil—played little part in influencing the level of consumption of internationally traded commodities. The slackening demand by processing industries had been the major immediate determinant of movements in the offtake of primary commodities from international markets.

The rate of expansion in world trade in primary commodities had also slackened. The quantum of trade in the major primary commodities—measured on a crop year basis—had expanded by about 9 per cent between 1958/1959 and 1959/1960, but by rather less than 6 per cent between 1959/1960 and the calendar year 1961.

(*c*) Compensatory financing

At its ninth session, the Commission on International Commodity Trade had considered briefly a report by a group of experts on *International Compensation for Fluctuations in Commodity Trade*, in which certain proposals were made for redistributing, by means of a system of insurance, the gains and losses entailed in year-to-year fluctuations in export proceeds. In anticipation of a thorough consideration of the subject at its tenth session in 1962, the Commission had requested the Secretary-General to prepare a study dealing with a number of matters relating to the experts' report. It had furthermore been decided that the subject of the application of international compensatory financing measures to individual commodities should be placed on the agenda of the joint session to be held in 1962 with the Committee on Commodity Problems of FAO. In response to the Commission's request, two documents were prepared: "Export stabilization through a development insurance fund" and "A development insurance fund for single commodities".

In the first document the data necessary for the consideration of questions raised by the Commission at its ninth session in connexion with a general compensatory scheme were brought together. The role of the International Monetary Fund and the compensatory effect of other balance-of-payments items in relation to the magnitude of recent fluctuations in trade was discussed.

The second report discussed the applicability of the compensatory mechanism proposed by the experts to international trade in particular commodities. A number of possibilities were examined and some of the problems these raised were discussed. As in the report dealing with a general insurance scheme, a number of illustrations were presented setting out the way in which single commodity stabilization schemes incorporating the principles recommended by the experts might have operated in the 1950's. The report also illustrated the nature and magnitude of compensatory action based on price stabilization, as against the stabilization of export proceeds. The report concluded that while there were advantages in a compensatory stabilization scheme which left the market price free to fluctuate and act as a guide to resource allocation, such a scheme would not offer a convenient means of introducing the "social insurance" principles proposed by the experts.

(*d*) OTHER DOCUMENTATION FOR THE COMMISSION ON INTERNATIONAL COMMODITY TRADE

A report on "The position of synthetics in the measurement and analysis of international markets for primary commodities" was also submitted to the Commission on International Commodity Trade at its tenth session. The study was prepared in response to the Commission's request, at its ninth session, for an outline of "possible approaches to the systematic examination—from a statistical and analytical point of view—of the role of synthetic products in international commodity trade". The report was intended to "guide the Commission in evaluating the need for possible changes in the methods currently adopted in presenting and analysing commodity problems". One particular field of interest was the extent to which synthetic products were or might be included in indices of world production, trade and prices of primary commodities, and what the effect would be if they were excluded from such indices.

The work programme adopted by the Commission at its seventh session and by the General Assembly in its resolution 1517 (XV) had called for a study of medium-term and long-term projections of the international demand for, and supply of, selected major primary commodities currently exported by under-developed countries. A report entitled "Prospective demand for non-agricultural commodities: problems of definition and projection methodology was prepared for the tenth session of the Commission and the thirty-fourth session of the Economic and Social Council; it applied to the major non-ferrous metals and mineral fuels some of the techniques of projection that had been discussed in a general way in a previous document, the "Study of the prospective demand for and supply of non-agricultural commodities over the medium term".

The results of the study were expressed both as average rates of growth and as estimates of the tonnage of mineral likely to be absorbed in certain target years—1965, 1970 and 1975. But the emphasis of the report was on the problems of definition, measurement and technique encountered in making the projections and on the nature of the assumption on which such projections necessarily rested.

The report (along with a parallel document dealing with agricultural commodities) was discussed at a meeting held jointly with the Committee on Commodity Problems of the FAO. The Commission decided to take up the subject of commodity projections at its eleventh session, in 1963.

(*e*) STUDY ON NATIONAL MARKETING BOARDS FOR ECA LAGOS MEETING

The Economic Commission for Africa, when considering questions of stabilization in the commodity field, recommended that particular attention be given to methods of stabilizing internal commodity prices and arranged for an *ad hoc* meeting to deal with these questions. The Secretary-General prepared a report on "Marketing boards and price stabilization funds in Africa", which concluded that such agencies had effectively reduced the impact of fluctuations in export prices on the economies of the countries concerned and had also provided valuable technical and commercial services in particular fields. Depending on the circumstances, they had also lent themselves to the provision of funds for general economic development or had drawn on funds from outside to perform their stabilizing functions.

5. Public administration

(*a*) ADVISORY SERVICES, TRAINING AND RESEARCH

The most important development in the field of public administration has been the growing appreciation of the need for concerted action in the various international programmes. In August 1960 the Economic and Social Council called for a review of the situation and accordingly the Secretary-General arranged for two consultants to prepare the report to be presented to the Administrative Committee on Co-ordination and to the Council during the meetings in Geneva in July 1962.

This opens a wide range of co-ordinated development of expert projects and research activities in which problems of public administration are intimately involved with the work of the other branches of the United Nations and of the specialized agencies. Increasing attention is now being paid to the administrative problems involved in programmes in such fields as agriculture, public health, economic planning, urbanization and community development, rather than in the more technical aspects of public administration. Already joint projects have been developed in concert with the Bureau of Social Affairs of the United Nations Secretariat, FAO, the ILO, UNESCO and WHO and plans are in hand for an extension of this kind of activity. The series of regional seminars in budget classification and budget management held under the guidance of the Fiscal and Financial Branch with the collaboration of the appropriate economic commission, continue to maintain their usefulness and popularity.

At the same time the advent of many new countries, particularly in Africa, has lead to greatly increased interest in the problems of newly independent countries as such. As a first step in their systematic study a seminar on urgent administrative problems of the African countries will be held in October 1962 in collaboration with the Economic Commission for Africa. This will no doubt lead to further research work in individual and specific problems as these become identified. Already a beginning has been made with expert projects in a number of the African countries. In 1961 an Institute of Public Administration was established in Accra with aid from the Special Fund.

Another feature of the programme is the current interest in the administrative problems of urbanization, particularly in connexion with new and rapidly growing towns. The current trend in urban development is one of the most acute problems of the times and the Bureau of Social Affairs and the Division for Public Administration are jointly addressing themselves to studies of the administrative difficulties which arise in this field. The report of a seminar, held in New Delhi, with specific reference to Asian countries—a project in which UNESCO and the Indian Institute of Public Administration collaborated with the United Nations—will be issued before the end of the year.

During the past year a programme of research into problems of decentralization of administration with special reference to national development, first undertaken in 1957, was brought to a conclusion by an international working group which met in Geneva in October 1961. The experts had available to them a considerable amount of material collected over the period of the study and their efforts have since been supplemented by the completion of a study of central services to local government undertaken on behalf of the United Nations by the International Union of Local Authorities.

Further research into the basic problems of public administration has included the publication of *A Handbook of Public Administration,* based on material from a variety of sources including the reports of the many expert missions in the United Nations programme in this field over the past decade.

(*b*) PROVISION OF OPERATIONAL AND EXECUTIVE PERSONNEL (OPEX)

The programme for the provision of operational and executive personnel originally authorized by General Assembly resolution 1256 (XIII) was placed on a continuing basis by resolution 1530 (XV).

An allocation of $850,000 was appropriated by the General Assembly for the OPEX programme for the year 1961. The unusual features of the programme, involving the complex problem of appointments throughout the whole range of the activities of the United Nations and the specialized agencies, caused a number of administrative difficulties which at first handicapped recruitment but were overcome by the end of 1961. This gave the programme a slow start, however. By the beginning of the year 1962 thirty officers had been placed in the field and the number of appointments actually made was thus considerably less than the funds available would have supported. The General Assembly decided in 1961 to continue the programme during 1962 at the same level as in the previous year and events have justified this decision. At the end of March 1962 over 260 requests had been recorded and appointments were being made at a sharply increased rate. More than fifty officers were in post by the end of May 1962 and there is every promise that by the end of the year the total will be in the neighbourhood of eighty. A significant feature of recent requests has been that Governments are asking not for one officer in a particular field but for groups of six or more.

Amongst these OPEX appointments almost all the specialized agencies are already represented and the inclusion of the others is only a matter of time. The success of this operation is a striking example of close co-operation, achieved by the United Nations and the agencies in the development of a common programme. An increasingly wide geographical distribution is being achieved among the countries from which OPEX appointees are drawn. By the end of the first quarter of 1962, eighteen countries were represented amongst the fifty-seven confirmed appointments, and this without in any way infringing the rights of each recipient Government to make its own choice from amongst the candidates presented to it.

6. Fiscal and financial problems

(*a*) BUDGETARY PROBLEMS

During the period under review, the Secretariat continued its research work on the reclassification of government transactions and on the problems of programme and performance budgeting. A revised version of the *Manual for Programme and Performance Budgeting* was prepared, which together with the *Manual for Economic and Functional Classification of Government Transactions,* was the subject of discussion at the first Budget Workshop held for the countries of Africa in Addis Ababa from 4 to 15 September 1961.

At this Workshop emphasis was laid mainly on the problems of the reclassification of government transactions according to economic and functional categories. The Workshop also dealt with the role of Government in the economy and the purposes served by public sector accounts, with the scope, structure and composition of the public sector as well as with programme and performance budgeting. The meeting also provided an opportunity to test the applicability to the countries of the region of the classification schemes presented in the *Manual.*

The Workshop recommended a simplified scheme of current and capital accounts to the countries of the region for their consideration and noted that this classification might be appropriate for a first attempt in undertaking such work. The Workshop also recommended the continued use of the *Manual* as a standard reference work and the preparation of an annex to the *Manual* on practical problems involved in applying it. It further recommended that the Statistical Commission of the United Nations consider the possibility of preparing a model simplified cross-classification of government expenditures by economic and functional categories. Finally, it recommended the convening of another workshop. The Economic Commission for Africa, at its fourth session held in February 1962 in Addis Ababa, discussed the report and proposed that a second workshop be held in 1963 or 1964.

A second regional Budget Workshop for South America will be held in Santiago (Chile) in September 1962. Preparatory work, including field investigations, has been initiated for this Workshop, which is expected to emphasize the problems of programme and performance budgeting.

The public finance chapter of the *United Nations Statistical Yearbook* for 1961 contained information on major components of government expenditures, receipts and public debt for sixty-two countries. A major revision of these public finance tables on the basis of new economic-functional classification was started in 1958 and is now shown for twenty-six countries, reflecting the substantial progress made by Governments of Member States in the reclassification of government transactions.

Technical assistance missions in this field during the period included one to Greece for the development of public finance statistics. A follow-up mission in Somalia dealt with the problem of consolidation of the budget accounts of the region previously under United Kingdom and Italian administration. There were also missions for improving the government auditing and accounting systems, for example, in Lebanon and Nepal. A comparatively new feature of technical assistance has been the inclusion of budget experts in such over-all economic missions as the ECLA Advisory Groups established in Bolivia, Colombia and Venezuela.

(*b*) TAX PROBLEMS

To keep up to date the information on the rapidly expanding network of agreements for the avoidance of double taxation and the prevention of fiscal evasion, a fourth supplement to volume IX of the series *International Tax Agreements* was published in March 1962, covering agreements up to April 1961. The fifth supplement, carrying coverage to July 1961, went to press in the spring of 1962. A first supplement will be issued in 1962 to volume VIII of the series entitled *World Guide to International Tax Agreements*, which contains country tables indicating the current status of all tax agreements.

A review of recent tax measures, adopted in capital-supplying and capital-receiving countries, for the encouragement of the flow of private investment capital to less developed countries is contained in the report *Foreign Private Investment and Mobilization of External Resources for Economic Development* which follows the Secretary-General's reports on the "promotion of the international flow of private capital" issued in 1960 (E/3325 and 1961 (E/3492).

Three further volumes of the *World Tax Series* on the tax systems of Colombia, France and the Federal Republic of Germany will be issued in 1962 by the Harvard University Law School's International Program in Taxation. These volumes are prepared in consultation with the United Nations Secretariat.

Technical assistance missions in the field of tax reform went to Chile, Nepal and the Camerouns, while missions advising on the strengthening of the structure and operation of tax administrations were provided to the Governments of Ethiopia, Laos, Libya and Venezuela. A continuing mission in Bolivia for codification and reform of the tax system is provided as part of ECLA/TAO Advisory Group. Assistance continued in Ghana and Jamaica in the long-range reform of the real estate system. The success of these missions has led to requests for similar assistance from other countries. Training of government officials was provided through fellowships for study abroad, including fellowships to the special course in taxation at the Harvard University Law School. In the Sudan an expert in public finance is teaching at the Institute of Public Administration. A seminar on the administration of a unified industrial tax incentive law among the Central American Governments parties to the General Economic Integration Treaty was held in January 1962 at the Escuela Superior de Administración Pública para América Central in which government officials of the countries concerned participated.

(*c*) FINANCIAL PROBLEMS

Technical assistance services in financial matters covered a broad range of activities during the year under review. They included such projects as the setting up, within the research department of the Bank of Libya, of a monetary and financial statistics section, the provision of assistance to the National Bank of Somalia in the preparation of the balance of payments, the continued provision of assistance to India in the execution of savings surveys in the household and unincorporated enterprise sectors.

Technical assistance was provided for the regulation and administration of insurance in Indonesia, Lebanon and Venezuela and also in connexion with the establishment of a government re-insurance company in India, the first company of this nature to be established with the co-operation of the United Nations. As regards banking management, the Bank of Nepal obtained the services of a General Manager through the OPEX scheme.

Technical assistance activities, as in the past, included not only the provision of experts in accordance with requests from Governments but also the organization of study and observation programmes for government officials. Central Bank or Finance Ministry officials attended the annual courses of the Latin American Centre for Monetary Studies. Some officials participated in a training programme organized by the GATT secretariat. Others followed study and observation programmes organized by banking or insurance institutions in economically developed countries: for example, a fellow from the United Arab Republic attended the New York School of Insurance; a fellow from Thailand studied public debt management in the United States; and a fellow from Spain spent two months wih the Fiscal and Financial Branch to study methods of economic and functional classification of government transactions.

7. International co-operation on cartography

Pursuant to Economic and Social Council resolution 761 A (XXIX), the Third United Nations Regional Cartographic Conference for Asia and the Far East was held in Bangkok from 27 October to 10 November 1961. The Government of Thailand acted as host. The Conference was attended by representatives of twenty-five Governments and by observers from the interested specialized agencies and international scientific organizations. The Conference examined the questions of establishing a regional inter-governmental cartographic organization and of establishing a regional training centre for surveying and mapping. It also reviewed techniques and developments in geodesy, topography and photogrammetry, photo-interpretation and topical mapping, standardization of geographical names, procedures for revising the specifications of the International Map of the World on the Millionth Scale, and other technical cartographic matters. The Conference adopted twenty-one resolutions, which will be set out in a report to the Council at its thirty-fifth session.

Preparations are under way, pursuant to Economic and Social Council resolution 815 (XXXI), for the holding of a technical conference on the International Map of the World on the Millionth Scale (IMW), which is scheduled to take place in Bonn, from 3 to 22 August 1962.

In addition, the Secretary-General is consulting Governments on the question of the standardization of geographical names, pursuant to Economic and Social Council resolution 814 (XXXI).

8. Transport and communications

As requested by the Economic and Social Council in its resolution 813 (XXXI), the Secretary-General submitted to the Council, at its thirty-third session, his recommendations concerning the nature, scope and location of the proposed conference on international travel and tourism, including a provisional agenda. He also transmitted to the Council a report by the group of seven experts with whom he had consulted in compliance with the resolution.

The Council unanimously adopted resolution 870 (XXXIII), whereby it confirmed its decision to call an international technical conference to make recommendations on international travel and tourism; requested the Secretary-General to make the necessary arrangements, including the sending out of invitations to Governments and to specialized agencies and interested inter-governmental as well as certain non-governmental organizations to participate without vote; the agencies and organizations gave further instructions concerning the preparation of the provisional agenda; and decided that the conference should be held in Rome in August and September 1963 for a period of not more than twelve working days.

Progress reports of the Committee of Experts for Further Work on the Transport of Dangerous Goods and the Group of Experts on Explosives were transmitted by the Secretary-General to the Economic and Social Council, which considered them at its thirty-third session. In resolution 871 (XXXIII), the Council approved the principles established and the action taken by the experts as well as the recommendations made in the two reports. It requested the Secretary-General to reconvene these expert bodies in 1963 with a view to the continuation of their tasks in accordance with the terms of reference outlined in Council resolutions 645 G (XXIII) and 724 (XXVIII).

Nine additional States became parties to the 1949 Convention on Road Traffic, bringing the total to fifty-five by 15 May 1962. Twenty-six States were parties to the 1949 Protocol on Road Signs and Signals. Five additional States became parties to each of the two conventions and the protocol opened for signature at the Conference on Customs Formalities for the Temporary Importation of Private Road Motor Vehicles and for Tourism (New York, 1954), so that on 15 May 1961 there were forty-one States parties to the Convention concerning Customs Facilities for Touring, thirty-six States parties to the Additional Protocol thereto relating to the importation of Tourist Publicity Documents and Material, and thirty-nine States parties to the Customs Convention on the Temporary Importation of Private Road Vehicles.

In addition, the transport specialists of the Secretariat continued to give substantive support to the United Nations technical assistance projects in the field of transport. The bulk of these projects concern specific transport facilities, comprising railways, port facilities and shipping, highways and inland waterways. However, there have been an increasing number of requests for transport economists to advise on transport policy and programming; steps are being taken to strengthen the substantive servicing in this area.

9. Statistical developments

(*a*) IMPROVEMENT OF NATIONAL STATISTICS

A constant effort was made to strengthen regional activities in statistics, both substantively and operationally; periodic conferences of national statisticians were held in each region to consider the content and priorities of work programmes; regional statisticians were attached to each of the regional economic commissions; and regional statistical advisers, working groups and study tours gave advice and assistance on specific subjects.

The ninth session of the Conference of European Statisticians was held from 10 to 14 July 1961. Its subsidiary groups met as follows: Group of Rapporteurs on the Classification of Private Consumption Expenditure, 20-22 June 1961; Joint Meeting with FAO on Food Consumption Surveys, 9-13 October 1961; Working Group on Statistics of Private Consumption Expenditure, 20-24 November 1961; Group of Rapporteurs on Comparisons between Systems of National Accounts in Use in Europe, 19-23 February 1962; joint (with the ILO) Working Group on Family Budget Inquiries, 9-13 April 1962; Working Group on Industrial Statistics, 21-25 May 1962. The tenth session of the Conference is scheduled to begin on 18 June 1962.

The second session of the Conference of African Statisticians was held from 26 June to 7 July 1961; its Working Group of Consultants on Household Surveys met 11-20 December 1961. The fourth session of the Conference of Asian Statisticians was held from 27 November to 3 December 1961. The Inter-American Statistical Institute has continued to co-operate with the United Nations Secretariat in respect of the Latin American activities corresponding to those carried out by the regional conferences in Europe, Africa and Asia and the Far East.

The United Nations/FAO team of regional census (population and agriculture) advisers, which had been functioning in Asia and the Far East since 1958 (with financial support from the Ford Foundation), brought its operations to a close at the end of 1961. Advice had been given on a recurring basis to most of the countries of the region, the experts having made approximately 100 visits during the period 1958-1961.

During 1961, regional statistical advisory services were established in Africa, consisting of three staff members of the Economic Commission for Africa and five regional advisers financed by the regular programme of technical assistance. The team provides advice of a short-term nature.

The period under review saw a marked increase in training activities in Africa. In October 1961, statistical training centres offering nine-month courses for middle-grade statistical staff were opened at Achimota (Ghana) and Addis Ababa. In November 1961, a statistical training institute offering two-year courses at the university level opened at Rabat. Early in 1962, a middle-level statistical training centre offering initially a six-month course and therafter nine-month courses was established at Yaoundé.

In addition to these permanent facilities, a number of short-term training activities were carried out. Study tours of field surveys were conducted jointly by the United Nations and FAO in Tunisia from 8 to 11 July 1961 for twenty-two participants from fourteen countries and in the United Arab Republic and Morocco from 21 October to 11 November 1961 for sixteen participants from eight countries. A training course on household budget surveys (for university students scheduled to enter the public services of their respective countries on completion of their studies) was held in

Libreville from 21 August to 26 September 1961 for twenty-six participants from fifteen countries; the course was sponsored by the United Nations and the Governments of France and Gabon, in co-operation with FAO. A Seminar on External Trade Statistics was held in Addis Ababa from 29 November to 7 December 1961 for thirty participants from twenty-two countries.

A Seminar on Industrial Statistics was held in Bangkok from 7 to 23 September 1961 for thirty participants from nineteen countries; this was the second in a series of regional seminars organized in preparation for the 1963 World Programme of Basic Industrial Statistics, the first having been held in Santiago in 1960.

In addition to sponsoring the above activities, the United Nations made a director available to the International Statistical Education Centre (Calcutta), both a principal adviser and a lecturer/adviser to the Statistical Centre of the University of the Philippines, and a lecturer to the Academy for Statistics (Djakarta) and it awarded fellowships to a national statistical training centre at Abidjan.

An International Conference on Input-Output Techniques was held from 11 to 15 September 1961, with approximately 250 participants from almost forty countries of the world. It was organized by the Economic Research Project of Harvard University, in association with the United Nations Secretariat.

In response to resolution 12 (XI) of the Statistical Commission, the Secretary-General convened an *ad hoc* Working Group of Specialists in Sample Survey Methods, which met from 9 to 13 October 1961. The Group made recommendations *inter alia* on sampling terminology and on items of information obtainable from household surveys.

The third session of the ACC's inter-agency Working Party on Statistics for Social Programmes was held from 16 to 20 October 1961. It reviewed draft chapters of a *Handbook of Household Surveys* and made final arrangements for the preparation of tables for the forthcoming *Compendium of Social Statistics* (see below).

An Expert Group on International Compilation of External Trade Statistics met from 26 February to 2 March 1962, convened by the Secretary-General to advise him, in preparation for the twelfth session of the Statistical Commission, on the extent to which the use of electronic computers would make possible an improvement in the availability of external trade statistics for the analysis of commodity-by-country trade and on the organizational arrangements which would give maximum advantage from the computers. The consensus of the Group was the basis for the Commission's request to the Secretary-General to establish the centre described below.

At its twelfth session (24 April-10 May 1962), the Statistical Commission requested the Secretary-General *inter alia* to make a special study of statistical requirements for planning economic and social development in less advanced countries; to revise the document on "The Systems of Industrial Statistics of Five Highly Industrialized Countries" (E/CN.3/285) and initiate a similar study for selected countries in Latin America, Asia and Africa; to make studies of the objectives, problems, methods and techniques of gathering and compiling statistics on construction and of the requirements for and uses of industrial statistics; to revise the publication entitled *Patterns of Industrial Growth*; to complete a methodological supplement to the *Yearbook of National Accounts Statistics*; to prepare a manual on national accounting as a companion volume to *A System of National Accounts and Supporting Tables*; to complete the study of the interrelationship between the United Nations system of national accounts and the system used in countries with centrally planned economies; to revise and issue the study on continuous population registers (E/CN.3/293); to prepare a timetable of international activities in connexion with the 1970 population and housing census programmes; to intensify work on international migration statistics; to complete and publish the *Handbook of Household Surveys*; to publish the first issue of the *Compendium of Social Statistics*; to appoint an expert group to prepare revised recommendations on sampling terminology to supersede *The Preparation of Sampling Survey Reports*; and to establish a centre, attached to the Statistical Office of the United Nations, for the collection and publication of international data on external trade and arrange for the processing of the data by electronic computer.

An important function of the Secretariat is the establishment and revision (when required) of standard classifications and definitions. The *Standard International Trade Classification, Revised*, approved by the Statistical Commission in 1960, was issued in 1961. This revised classification makes it possible for countries, for the first time, to base both customs nomenclature and statistical classification on a single list of goods. By the end of 1961, twenty-six countries were using the SITC, Revised.

At the end of 1961, the *International Standard Industrial Classification of all Economic Activities* (ISIC) was known to have been used by fifty-seven countries as a basis for formulating their industrial classifications; twenty-eight additional countries had national classifications which coincided closely with the ISIC system. Over ninety countries have indicated their intention of participating in the 1963 World Programme of Basic Industrial Statistics, launched in 1958.

With respect to the 1960 World Population Census Programme, 195 census (including twenty-one of non-indigenous population only) were taken between 1955 and 1961; thirty-five more are expected to be taken by the end of 1964.

On the recommendation of the Statistical Commission (1960) and with the concurrence of the Social Commission (1961), *International Definition and Measurement of Levels of Living: An Interim Guide* was issued as a guide to Governments, research organizations and others interested in the subject. This was a joint undertaking of the United Nations, the ILO, FAO, UNESCO and WHO.

Pursuant to a request made to the Secretary-General by the Statistical Commission at its eleventh session (1960), *Statistical Indicators of Housing Conditions* was published in April 1962. This publication incorporates the views of the Commission, the inter-agency Working Party on Statistics for Social Programmes and a number of regional agencies.

In addition to establishing and revising standards, the Secretariat has continued to publish bibliographies and reports on training centres and other subjects. Early in 1962, a *Bibliography of Industrial and Distributive-Trade Statistics* was issued. This contains a list of recent national inquiries into and the statistical series compiled about the industrial and distributive-trade sectors of the economy and a list of the publications in which the resulting data appear. It furnishes a brief description of the topics and field covered in the inquiries or statistical series.

The following publications were also released: the ninth report in the series entitled *Sample Surveys of Current Interest*, devoted exclusively to household surveys; another in the series of *Retail Price Comparisons for International Salary Determination*; the twenty-fifth issue of *Statistical Notes*, presenting an account of statistical activities throughout the world; and the *Report on the International Training Course on Vital and Health Statistics for the Western Pacific Region (Manila, Philippines, 17 October to 25 November 1960).*

(*b*) DATA COLLECTION AND PUBLICATION

The Secretariat continued to collect and publish data on external trade, production and prices, transport, energy, national income, population, vital statistics, migration and, as needed, on other subjects. It also kept regional and global figures of economic and social interest up to date.

The Statistical Commission has recommended that the weight bases of index number series be changed approximately every five years. The weight assigned to each component of the indexes for external trade compiled by the Secretariat is proportional to the importance of the trade in that component during the base year. Until recently the base year was 1953; it has now been changed to 1959. (For other series, the base year is being changed to 1958 but the currency devaluations of that year make it unsuitable as a base for index numbers of external trade; the series will, however, be published to show the relation to 1958 as 100.) The following index series, published in the *Monthly Bulletin of Statistics*, the *Statistical Yearbook* and the *Yearbook of International Trade Statistics*, are involved: price and volume indexes of world imports and exports analysed by regions; world and regional indexes of terms of trade; price and volume indexes of exports of manufactured goods; price indexes of trade in primary commodities analysed by regions and by commodity classes.

The price and volume indexes of world imports and exports have, furthermore, been analysed to show separately each of four currents of trade: from the developed to the under-developed countries, from the developed to the developed countries, from the under-developed to the under-developed countries and from the under-developed to the developed countries.

The quarterly review *Current Economic Indicators* is now one of the regular statistical publications of the Secretariat. Work on the review was initiated in 1959 in response to a request of the Economic and Social Council for more frequent and up-to-date appraisals of the world economic situation and short-term outlook. The primary purpose of the review is to bring together on a quarterly basis a selection of the principal statistical indicators of the world economic situation and to report, by means of a brief commentary, on recent changes of significance in these indicators.

A system of about 500 series is employed in the review, and quarterly changes are shown in graphic as well as tabular form. While primary emphasis is given to integrated presentations of indicators for the world economy and for the under-developed areas, individual systems of indicators, including groups of forward-looking indicators, are also presented for each of six leading industrial countries. A table of selected monthly indicators was recently introduced to bring up to date a number of the basic quarterly series currently published on a monthly basis in seasonally adjusted form.

Tables presented for the first time (in the *Demographic Yearbook 1961*) are late foetal deaths and ratios by sex and by illegitimacy; time series of perinatal deaths and ratios; death rates specific for marital status, age and sex. The *Yearbook* contains a special text on methods of evaluating the reliability of mortality statistics.

The following regular annual publications were issued during the period under review: the *Statistical Yearbook, 1961*, presenting the more important economic and social series; the *Demographic Yearbook, 1961*, containing the principal demographic series for over 200 countries and territories and featuring mortality statistics; the *Yearbook of International Trade Statistics, 1960*, giving detailed annual statistics for 132 countries covering about 97 per cent of world trade; the *Yearbook of National Accounts Statistics, 1961*, containing data for ninety-eight countries and territories, including detailed estimates of national product, national income or related aggregates for seventy-seven of these; and *World Energy Supplies, 1957-1960*, giving statistics on the production, trade and consumption of solid and liquid fuels, gas and electricity for approximately 160 countries.

These five basic reference books were supplemented by the following periodicals: *Monthly Bulletin of Statistics; Direction of International Trade* (published jointly by the United Nations, IMF and IBRD); *Commodity Trade Statistics*, quarterly; the *Population and Vital Statistics Report*, quarterly; and *Current Economic Indicators*, quarterly.

10. Human rights

(*a*) DRAFT INTERNATIONAL COVENANTS ON HUMAN RIGHTS

At its sixteenth session the General Assembly continued its consideration of the draft International Covenants on Human Rights. The Third Committee adopted nine articles of the draft Covenant on Civil and Political Rights. It has so far adopted the preamble and article 1 of each Covenant, and all the substantive articles of the Covenant on Economic, Social and Cultural Rights and of the Covenant on Civil and Political Rights proposed by the Commission on Human Rights. The Assembly decided to continue the discussion of the draft Covenants at its seventeenth session.

(*b*) ADVISORY SERVICES IN THE FIELD OF HUMAN RIGHTS

Under the programme of advisory services the Secretary-General organized in 1961 a seminar on the status of women in family law, at Bucharest from 19 June to

3 July; and another on *amparo, habeas corpus* and other similar remedies, at Mexico City from 15 to 28 August. In 1962 a seminar on freedom of information was held at New Delhi from 20 February to 5 March; one on the status of women in family law was held at Tokyo from 8 to 21 May; and another on judicial and other remedies against the abuse of administrative authority, with special emphasis on the role of parliamentary institutions, is scheduled to be held at Stockholm from 12 to 25 June.

Both the Economic and Social Council and the General Assembly emphasized the contribution which fellowships could make to the promotion of human rights, and requested the Secretary-General to bring to the attention of Governments the availability of fellowships in the field of human rights. The Assembly also approved an increase in the appropriation for 1962 for the advisory services programme which would allow for an initial programme of approximately ten fellowships. Several Governments have applied for human rights fellowships and approximately ten fellowships will be awarded.

The Commission on Human Rights at its eighteenth session approved the programme of seminars proposed for 1962 and 1963 and requested the Secretary-General to submit a report to it at its next session on possible means of increasing the effectiveness of the programme of advisory services.

(*c*) PERIODIC REPORTS ON HUMAN RIGHTS

The system of periodic reporting by Governments on human rights developments, initiated in 1956 under resolution 624 B (XXII) of the Economic and Social Council, has now been in operation for two series of reports. Sixty-seven Governments submitted reports describing developments during the years 1957-1959, compared with forty-one for the years 1954-1956.

Summaries of reports for 1957-1959, prepared by the Secretary-General and by the ILO and UNESCO, were considered by the Commission on Human Rights at its eighteenth session. The Commission based its consideration on recommendations of a Committee on Periodic Reports on Human Rights, consisting of six Commission members, which it had established in 1961. The Committee drew special attention in its report to certain developments in human rights during the years 1957-1959 and prepared a draft resolution for submission to the Council.

In discussions in the Commission and its Committee, the usefulness of the reporting system was frequently emphasized, although it was pointed out that more reports were required and more information needed on problems or difficulties which Governments might have encountered. In the resolution proposed for the Council's consideration it was noted in particular: that the reports made little reference to the situation in respect of human rights and fundamental freedoms in Non-Self-Governing and Trust Territories; that several constitutions or basic laws included provisions aimed at the protection of human rights; that constitutions of several new States affirmed the loyalty and attachment of the people to the ideals set forth in the Universal Declaration of Human Rights; that steps taken in several States towards the elimination of discrimination included the enactment of legislation, the repeal of discriminatory laws, the enforcement of laws through the courts, the establishment of commissions to supervise the application of legislation, and the setting-up of committees or informal conciliatory bodies to promote better relations between different groups; that in several States a number of laws were adopted to improve the administration of justice, through the reform of judicial organization, the expediting of judicial process, the provision of remedial measures against wrongful administrative decisions, the extension of the rights of the accused in criminal proceedings and the encouragement of the rehabilitation of offenders as useful members of society; that many social security systems were expanded to cover more categories of persons and to provide greater protection against a variety of contingencies; that in several States educational facilities, whether at the primary, secondary, technical or vocational, or higher levels, were greatly extended and attempts made through legislative or other measures to make education available free of charge, or at reduced cost.

All States Members of the United Nations and the specialized agencies were urged to submit reports, and were asked to concentrate on reporting developments of particular significance and explaining why they were significant, rather than on attempting to report developments relating to all the rights enumerated in the Universal Declaration of Human Rights. Non-governmental organizations in consultative relationship were invited to submit comments and observations of an objective character on the situation in the field of human rights to assist the Commission in its consideration of the summaries of periodic reports. The Secretary-General was requested to transmit the summaries of the reports to the Commission on the Status of Women and to the Sub-Commission for Prevention of Discrimination and Protection of Minorities for their comments.

The Commission also recommended to the Council that widespread publicity should be given to the reports submitted by Governments so as to create a greater impact in the protection and promotion of human rights.

(*d*) STUDY OF THE RIGHT OF EVERYONE TO BE FREE FROM ARBITRARY ARREST, DETENTION AND EXILE

A Committee appointed by the Commission on Human Rights to make this study under Economic and Social Council resolution 624 B (XXII) submitted to the Commission at its eighteenth session a report which had been revised in the light of Governments' comments. It was the view of the Committee that "arbitrary" meant more than "illegal", and that an arrest or detention was arbitrary if it was on grounds, or in accordance with procedures, other than those established by law, or under the provisions of a law the purpose of which was incompatible with the right to liberty and security of person. The report was divided into six parts. Part I dealt with fundamental or constitutional principles relating to arrest, detention and exile, and covered some basic questions relating to the independence of the judiciary. Part II which was divided into four sections related to the arrest and detention of persons accused of a criminal offence. Section A dealt with the grounds upon which and the procedures according to which a person suspected or accused of a criminal offence might be arrested or detained; duration and review of detention pending investigation and trial; and provisional release. In section B the rights of an arrested or detained person were examined, including the right to be informed of his rights and obligations and of the charges made against him, the right to legal counsel, the right to communication, the right to speak or remain silent, the right to be free from mental or physical torture, etc. Section C was devoted to a study of the remedies available to the arrested or detained person. It also dealt with the various sanctions and disciplinary measures for the violation of his rights, and with compensation for wrongful arrest or detention. Section D dealt with arrest and detention under administrative penal law. In part III, the Committee considered various cases of detention on grounds unconnected with criminal law: detention of persons of unsound mind, of aliens pending deportation, detention on grounds of contempt of court, detention for debt etc. Part IV dealt with arrest and detention in emergency or exceptional situations. The laws and practices relating to exile and to banishment of a person within his own country were examined in part V. Upon a special request of the Commission, the Committee formulated draft principles on the right of everyone to be free from arbitrary arrest and detention, which constituted part VI of the report.

The Commission decided to request the Secretary-General to submit the draft principles to Governments of States Members of the United Nations and of the specialized agencies for their comments and to consider the report of the Committee at its nineteenth session.

(*e*) NATIONAL ADVISORY COMMITTEES

The Secretary-General submitted to the Commission on Human Rights at its eighteenth session a report reproducing information received from twenty-three Governments concerning national advisory committees on human rights which had been asked for by Economic and Social Council resolution 772 B (XXX). The Commission recommended to the Council that it should express its satisfaction at the fact that a number of Governments had submitted reports and request the Secretary-General to transmit his report and any information which might reach him at a later date to the Governments of all States Members of the United Nations and of the specialized agencies. The Council was also asked to invite again these Governments to favour, "in the light of conditions in their countries, the formation of the bodies referred to in resolution 772 B (XXX) of the Economic and Social Council and to encourage the activities of those already in existence. Such bodies could, for example, study questions relating to human rights, consider the situation as it exists nationally, offer advice to the Government and assist in the formation of a public opinion in favour of respect for human rights".

(*f*) PREVENTION OF DISCRIMINATION AND PROTECTION OF MINORITIES

Discrimination in education. On the recommendation of the Sub-Commission on Prevention of Discrimination and Protection of Minorities, the Commission on Human Rights and the Commission on the Status of Women, the Economic and Social Council invited Governments of Member States to apply the provisions of the UNESCO Convention and Recommendation against Discrimination in Education as fully as possible and to provide full opportunities for young persons of both sexes to take the same or equivalent courses of study.

Discrimination in the matter of religious rights and practices. The Commission on Human Rights began its consideration of a series of draft principles on freedom and non-discrimination in the matter of religious rights and practices which had been prepared by the Sub-Commission on Prevention of Discrimination and Protection of Minorities in 1960. The Commission was unable to complete its work on these principles and decided to continue that work at its nineteenth session.

Discrimination in the matter of political rights. The Sub-Commission considered the final report on discrimination in the matter of political rights prepared by its Special Rapporteur, Mr. Hernán Santa Cruz, and expressed its appreciation to all who had assisted in its preparation. The Sub-Commission prepared a series of draft principles on freedom and non-discrimination in the matter of political rights on the basis of proposals by Mr. Santa Cruz, and transmitted these draft principles, together with the Special Rapporteur's report, to the Commission on Human Rights, in the belief that the formulation of international and regional instruments based upon those principles, and their adoption by States Members of the United Nations, would be a fitting culmination to its study. As requested by the Commission, the Secretary-General forwarded the draft principles to Governments and non-governmental organizations in consultative status and requested comments on their substance and the form in which they should be embodied, to be submitted by 31 October 1962. The Sub-Commission and the Commission unanimously asked that the Secretary-General be authorized by the Economic and Social Council to print Mr. Santa Cruz's study and to circulate it as widely as possible; and that all States should be urged by the Council to continue and if necessary to intensify their educational efforts designed to eliminate all discrimination in the matter of political rights.

Study of discrimination in respect of the right of everyone to leave any country, including his own, and to return to his country. After considering the draft report on the study of discrimination in respect of the right of everyone to leave any country, including his own, and to return to his country, prepared by Mr. José D. Ingles, the Sub-Commission expressed its warm appreciation to Mr. Ingles for his highly informative draft report and invited him, taking into account the exchange of views on his draft report during the Sub-Commission's fourteenth session, to complete the final report in time for it to be considered at the fifteenth session.

Study of discrimination against persons born out of wedlock. The Sub-Commission initiated a study of discrimination against persons born out of wedlock, subject to approval by the Economic and Social Council, and appointed Mr. Vieno Voitto Saario as its Special Rapporteur to carry out the study.

Protection of minorities. The Sub-Commission noted with appreciation a compilation of those international instruments and similar measures of an international character which were of contemporary interest and which provided special protective measures for ethnic, religious or linguistic groups, prepared at its request by the Secretary-General; and requested the Secretary-General to prepare a document listing and classifying such measures and including a brief bibliography of other relevant United Nations documents.

Freedom from Prejudice and Discrimination Year and Day. The Economic and Social Council at its thirty-second session deferred consideration of a request by the Commission on Human Rights that it recommend to the General Assembly the adoption of a resolution requesting all States to observe a Freedom from Prejudice and Discrimination Year in the near future and thereafter to observe a Freedom from Prejudice and Discrimination Day every year; and requested the Secretary-General to obtain from States Members of the United Nations and of the specialized agencies any observations which they might wish to offer on this subject. The Commission, after considering the Council's decision and the comments which had been received from Governments, took no further action on the question.

Membership of the Sub-Commission. As the term of office of the members of the Sub-Commission on Prevention of Discrimination and Protection of Minorities expires on 31 December 1962, the Commission on Human Rights elected new members to the Sub-Commission for a three-year term of office.

Manifestations of racial prejudice and national and religious intolerance. On the recommendation of the Sub-Commission and the Commission, the Economic and Social Council prepared a draft resolution on manifestations of racial prejudice and national and religious intolerance and proposed that the General Assembly should adopt it to supplement Assembly resolution 1510 (XV) of 12 December 1960. In particular, the Council suggested that Governments should be invited to continue to make sustained efforts to educate public opinion with a view to the eradication of racial prejudice and national and religious intolerance and the elimination of all undesirable influences promoting these, and to take appropriate measures to direct education with due regard to article 26 of the Universal Declaration of Human Rights and principle 10 of the Declaration of the Rights of the Child. It was further proposed that the General Assembly should call upon Governments to take all necessary steps to rescind discriminatory laws which created and perpetuated racial prejudice and national and religious intolerance wherever they still existed, to adopt legislation if necessary for prohibiting such discrimination, and to take other appropriate measures to combat such prejudice and intolerance. Finally, the General Assembly was asked to recommend that Governments should discourage, in every possible way, the creation, propagation or dissemination, in whatever form, of such prejudice and intolerance, and that specialized agencies and non-governmental organizations should be invited to co-operate fully in these efforts.

(*g*) FREEDOM OF INFORMATION

Draft Convention on Freedom of Information. At the sixteenth session of the General Assembly, the Third Committee adopted articles 3 and 4 of the draft Convention on Freedom of Information; the preamble and article 1 had been adopted at the fourteenth session of the General Assembly and article 2 at the fifteenth session. The General Assembly will continue to consider the draft Convention at its seventeenth session.

Draft Declaration on Freedom of Information. The draft Declaration on Freedom of Information prepared by the Economic and Social Council was placed on the agenda of the General Assembly at its fifteenth session. Owing to lack of time, the Assembly was unable to consider the draft Declaration either at its fifteenth or at its sixteenth sessions. It decided to consider the draft Declaration at its seventeenth session.

Developments in the field of freedom of information since 1954. At its eighteenth session the Commission on Human Rights decided to postpone to its nineteenth session consideration of the report on developments in the field of freedom of information since 1954, which had been prepared by a special consultant appointed by the Secretary-General, and was referred to the Commission by Council resolution 819 B (XXXI).

Annual report on freedom of information. The Secretary-General submitted to the Commission on Human Rights at its eighteenth session the first annual report on freedom of information, prepared in accordance with Council resolution 718 (XXVII), section II. This report, based on information from official sources, covered developments in the field of freedom of information in 1960 and the first half of 1961 and contained statements submitted by Governments, texts of or extracts from laws, regulations, executive decrees or orders and summaries of judicial decisions. The Commission decided to consider this report at its nineteenth session.

Development of information media in less developed countries. As requested by Economic and Social Council resolution 819 (XXXI), UNESCO submitted to the Commission on Human Rights at its eighteenth session a further report on international co-operation to assist in the development of information media in less developed countries.

The Commission recommended to the Council the adoption of a resolution whereby the Council would invite the Governments concerned to include adequate provision in their economic plans for the development of national information media; reiterate the invitation contained in Council resolution 819 A (XXXI) to the Technical Assistance Board, the Special Fund, the specialized agencies, the regional economic commissions and other public and private agencies and institutions to assist, as appropriate, the less developed countries in developing and strengthening their national information media; request UNESCO to continue to further the programme for development of information media and in particular to keep up to date as far as possible its survey on this subject and to report thereon as appropriate to the Commission and to the Council; transmit to the General Assembly, in accordance with its request, the reports on the survey carried out by UNESCO as the basis of a programme of concrete action for development of the information media in less developed countries; and recommend that the Assembly should take this programme into account in connexion with the United Nations Development Decade and invite the Governments of the more developed countries to co-operate with less developed countries in connexion with this programme for the development of independent national information media, with due regard for the culture of each country.

(*h*) SLAVERY, THE SLAVE-TRADE AND INSTITUTIONS AND PRACTICES SIMILAR TO SLAVERY

Pursuant to Economic and Social Council resolution 772 D (XXX), the Secretary-General requested the Governments of States Parties to the Supplementary Convention of 1956 on the Abolition of Slavery, the

Slave-Trade and Institutions and Practices Similar to Slavery, to transmit to him, as provided in article 8, paragraph 2, of the Convention, copies of any laws, regulations and administrative measures to implement the provisions of the Convention, or to inform him that they had not found it necessary to enact or put into effect such new laws, regulations or administrative measures. The Secretary-General compiled the information received for the thirty-fourth session of the Council, in accordance with article 8, paragraph 3, of the Convention.

(*i*) DRAFT DECLARATION ON THE RIGHT OF ASYLUM

The Economic and Social Council transmitted to the General Assembly at its fifteenth session a draft Declaration on the Right of Asylum prepared by the Commission on Human Rights. At its sixteenth session the Assembly decided to discuss the draft Declaration as early as possible at its seventeenth session.

(*j*) YEARBOOK ON HUMAN RIGHTS

The *Yearbook on Human Rights for 1960*, the fifteenth volume in the series, was prepared. It included constitutional provisions, laws and regulations, and judicial decisions relating to human rights in respect of approximately ninety States and various Non-Self-Governing and Trust Territories.

(*k*) COMMUNICATIONS CONCERNING HUMAN RIGHTS

From 1 December 1960 to 1 April 1962, 2,256 communications relating to human rights were received; they were dealt with in accordance with the procedure established in Economic and Social Council resolution 728 F (XXVIII). Ten communications containing allegations of infringements of trade union rights were forwarded to the ILO.

11. Status of women

(*a*) CONVENTION ON CONSENT TO MARRIAGE, MINIMUM AGE OF MARRIAGE AND REGISTRATION OF MARRIAGES

At its thirty-second session, the Economic and Social Council had before it the texts of a draft Convention and draft Recommendation on Consent to Marriage, Minimum Age of Marriage and Registration of Marriages, which had been prepared by the Commission on the Status of Women at its fifteenth session. In drafting the new text of the Convention and Recommendation, the Commission took into account the observations on the draft instruments received from thirty-six Governments. The Council decided, in resolution 821 III A (XXXII), to recommend to the General Assembly that it adopt as soon as possible a convention on consent to marriage, minimum age of marriage and registration of marriages. It also decided to transmit to the Assembly as the basis for this convention the text of the preamble and the substantive articles drafted by the Commission together with the amendments submitted at the thirty-second session of the Council. In resolution 821 III B (XXXII) the Council decided to transmit to the Assembly the text of the draft Recommendation prepared by the Commission together with the amendments thereto. The Secretary-General was asked to draft for the Assembly the final clauses of the draft Convention.

The Assembly decided to allocate item 85 of the agenda of its sixteenth session, entitled "Draft Convention and draft Recommendation on Consent to Marriage, Minimum Age of Marriage and Registration of Marriages", to the Third Committee for consideration and report. The Third Committee adopted the preamble and the three substantive articles of the draft Convention. On the Third Committee's recommendation the Assembly adopted resolution 1680 (XVI) whereby it decided to assign priority at its seventeenth session to the consideration of the remaining articles of the draft Convention and of the draft Recommendation.

(*b*) POLITICAL RIGHTS OF WOMEN

The Commission on the Status of Women had before it at its sixteenth session, held at Headquarters in March-April 1962, the following reports of the Secretary-General: the annual memorandum on constitutions, electoral laws and other legal instruments relating to the political rights of women and a report on the status of women in Trust Territories. It also considered the report on discrimination in the matter of political rights prepared by the Special Rapporteur of the Sub-Commission on the Prevention of Discrimination and Protection of Minorities, and transmitted to the Commission on Human Rights its suggestions for changes in the "General Principles on Freedom and Non-Discrimination in the matter of Political Rights".

The Commission adopted a resolution expressing the hope that women would be granted all political rights in the shortest possible time in those countries where they did not then enjoy them and that the important role women had to play in the public life and the service of their country and in the communities in which they lived would be universally acknowledged and that to that end steps would be taken to achieve the advancement of women in the matter of political rights.

India ratified the Convention on Political Rights of Women. The Convention has therefore been signed by forty-two States and thirty-six have acceded to or ratified it.

(*c*) ADVISORY SERVICES PROGRAMME IN THE FIELD OF HUMAN RIGHTS

The Commission on the Status of Women considered a progress report of the Secretary-General on the advisory services programme. In a draft resolution addressed to the Economic and Social Council, it expressed its appreciation to the Secretary-General for the high quality of leadership made available for the conduct of seminars relating to the status of women, and requested the Secretary-General to continue his plans for annual regional seminars on the status of women and to give favourable consideration also to requests for assistance in the organization of seminars among smaller groups of Member States, under the programme of advisory services in the field of human rights.

(*d*) UNITED NATIONS ASSISTANCE FOR THE ADVANCEMENT OF WOMEN IN DEVELOPING COUNTRIES

In accordance with Economic and Social Council resolution 771 H (XXX) the Secretary-General prepared two reports on United Nations assistance for the advancement of women in developing countries. The preliminary report was submitted to the Council at its thirty-second session and the reports were studied by the Commission on the Status of Women at its sixteenth session. They were based on the replies received from Governments, the ILO, UNESCO, FAO, WHO and UNICEF and contained also a description of the United Nations programmes. The Commission proposed that the Council adopt a draft resolution whereby it would recommend to Governments of Member States of the United Nations and of specialized agencies that they make full use, for the purpose of promoting and advancing the status of women in developing countries, of the services presently available under the regular and expanded programmes of technical assistance, as well as of the advisory services programme in human rights and the advisory social welfare services, by requesting the advisory services of experts, by promoting the attendance of seminars and other meetings, and by taking advantage of the availability of fellowships and scholarships; invite the specialized agencies—in co-operation with the United Nations—to strengthen and to expand their programmes designed to meet the needs of women in developing countries and to seek new methods to achieve this purpose; request the Secretary-General to direct his attention, when planning the various United Nations programmes of assistance, to the needs of women in developing countries and to include in these programmes projects especially directed to meet such needs, as well as to continue to utilize the available resources of the United Nations to advance the condition of women in the developing countries, by holding seminars dealing with the status of women, by providing experts on women's rights at the request of Governments and by offering human rights fellowships and scholarships to persons concerned with the status of women and to make available to Governments, specialized agencies and non-governmental organizations in consultative status all information concerning the facilities available for the advancement of women; and urge non-governmental women's organizations in consultative status to co-operate with the United Nations by stimulating public opinion with regard to the programmes of the United Nations for the advancement of women.

(*e*) PERIODIC REPORTS ON HUMAN RIGHTS

The Commission on the Status of Women considered the summaries of periodic reports on human rights for the years 1957-1959, transmitted to it by the Commission on Human Rights. It adopted a resolution in which it expressed its appreciation to the Commission on Human Rights for transmitting these reports, which had been noted with great interest, but considered that the information supplied by Governments and contained in those reports could be more comprehensive on matters affecting the status of women. It noted with concern that the information concerning article 16 of the Universal Declaration of Human Rights with regard to the status of women in family law was especially limited and indicated little advance in this field. The same observation applied to the information concerning article 21, particularly as regards the access of women to public service, and that concerning articles 23 and 26. The Commission expressed the hope that in future series of reports more information would be supplied by Governments on the application of the provision in article 2. It also invited the Commission on Human Rights to take into account the above comments.

(*f*) EQUAL PAY FOR EQUAL WORK

The Commission on the Status of Women considered a progress report by the ILO on equal pay for equal work, as well as a note by the Secretary-General concerning the sales and distribution of the pamphlet entitled *Equal Pay for Equal Work*. It adopted a resolution requesting the Economic and Social Council to call upon Governments of Member States which had not yet ratified or otherwise implemented the principles of Convention No. 100 of the ILO, relating to equal pay for equal work, to do so and also to implement the provisions of ILO recommendation No. 90, and by the adoption of the relevant legislation and practical measures in all economic fields, to apply and promote consistently the principle of equal pay for equal work. The Commission requested the ILO to continue to provide the Commission with information on efforts of Governments to eliminate wage discrimination against women. It also requested the Secretary-General to continue to facilitate the widest possible distribution of the pamphlet on *Equal Pay for Equal Work*, including the promotion of sales, and suggested that plans be made to revise the pamphlet from time to time in order to bring it up to date, in co-operation with the ILO.

(*g*) ECONOMIC OPPORTUNITIES FOR WOMEN

The Commission on the Status of Women had before it a report by the ILO on vocational preparation of girls and women. It adopted a resolution expressing the hope that the competent authorities would consider means of improving effectively the vocational guidance and counselling, as well as the vocational and technical training of women and girls, by ensuring to men and women equal access to existing vocational and professional schools and other facilities, and by establishing new centres, when necessary, for equal vocational and professional training of women in industrial and other establishments. It recommended further that the Secretary-General—in collaboration with the ILO—should report to the Commission, if possible at its eighteenth session, on the progress made by States Members of the United Nations in implementing the recommendations made in the above-mentioned resolution.

The Commission also had before it a report on age of retirement prepared by the ILO. It decided to defer the consideration of the report, together with this item of its agenda, to its seventeenth session.

The Commission studied the report by the Secretary-General concerning the seminar on crèches which was organized by the International Children's Centre in 1960. It requested the Secretary-General to transmit to it, if possible at its eighteenth session, such information on the most important approaches and facilities for assisting employed mothers in child care, namely home-aid services, visiting nurses, day nurseries for children and all assistance which might be given to working mothers, as would be available to WHO, the ILO and, as the case might be, the International Children's Centre. It expressed the hope that the Social Commission, in its consideration of family and child welfare, would take account of the needs of working mothers.

(*h*) ACCESS OF WOMEN TO EDUCATION

The Commission considered a report prepared by UNESCO on the access of girls to elementary education. It adopted a resolution requesting the Economic and Social Council to recommend States Members of the United Nations and of the specialized agencies to take into account, where necessary, in their plans, the need to expand elementary education, which must be universal, compulsory and free for children of both sexes, to ensure that both sexes had equal rights and facilities for receiving elementary education, as well as to take the necessary steps to increase the attendance of girls in elementary schools and to develop education for the adult women who had not received elementary education. The Commission also recommended that the provisions of the UNESCO Convention against discrimination in education should be fully implemented.

(*i*) STATUS OF WOMEN IN PRIVATE LAW

After studying the report by the Secretary-General on inheritance laws as they affect the status of women, the Commission adopted a resolution requesting the Economic and Social Council to recommend that Governments of States Members of the United Nations and the specialized agencies should take all possible measures to ensure equality of inheritance rights of men and women by providing that men and women, in the same degree of relationship to the deceased, should be entitled to equal shares in the estate and should have equal rank in the order of succession and by providing further that the inheritance rights and the capacity of women to make a will, to accept or to refuse an inheritance and to be administrators or executors of estates, should not be affected either by marriage or by the matrimonial régime, except to the extent to which such régime also affected the capacity of the husband, and that the widow's interest in the estate should be equal to that of the widower. The Commission adopted another resolution addressed to the Council, concerning the publication entitled *Legal Status of Married Women.* It requested the Secretary-General to prepare and to arrange for an early publication of a new edition of the above-mentioned monograph, on the basis of information contained in the documentation of the seminars on the status of women in family law and in other authoritative sources.

The Commission also considered the report of the 1961 Seminar on the Status of Women in Family Law held in Bucharest, Romania.

(*g*) OTHER QUESTIONS RELATED TO THE STATUS OF WOMEN

The Commission expressed the wish that the Secretary-General should prepare a report on the effects of the Commission's recommendations on national legislation. It was also agreed that a report on parental rights and duties, including guardianship, should be prepared by the Secretary-General.

12. International narcotics control

This year has been characterized by the extension of regional co-operation in technical assistance, and by preparations in connexion with the prospective coming into force of the Single Convention on Narcotic Drugs, 1961, and the Opium Protocol, 1953.

(*a*) SINGLE CONVENTION ON NARCOTIC DRUGS, 1961

During the latter half of June 1961 and throughout July 1961 signatures to the Single Convention continued to be made, until by 1 August 1961, the closing date for signing the Convention, sixty-four countries had signed, thirteen of these with reservations. By 15 June 1962 the following countries had become Parties to the Convention: Canada, Thailand, Morocco, Kuwait, Dahomey, Cameroon and the Republic of Korea.

The Single Convention of 1961, when it comes into force, will involve changes in the existing system of international narcotics control and, in anticipation of these, the Secretariat considered the various possibilities and prepared a document in the light of which the Narcotics Commission was able, at its seventeenth session, to instruct the Secretariat to prepare certain drafts with respect to the form, manner and dates of communications of Governments, containing information required in regard to annual reports, seizure reports, laws and regulations, manufacture of drugs and offices charged with authorizing international transactions, and import certificates. In addition, a document had already been prepared covering the measures required to arrange for a personal union between the Permanent Central Opium Board and Drug Supervisory Body in connexion with the election of the Permanent Central Opium Board in 1962 and, in this regard, the Commission asked the Secretariat to draft a further document drawing up the procedure which would enable effect to be given to the election of members of the new International Narcotics Control Board, to be set up by the 1961 Convention, for submission to the Council.

The Secretariat was also asked to make arrangements for the preparation of an administrative guide for the application of the Single Convention by government officials concerned with action required under this Convention and a legal commentary on the Convention, giving interpretation of provisions of the Convention in the light of the relevant conference procedures and other material.

(*b*) PREPARATION FOR THE COMING INTO FORCE OF THE 1953 PROTOCOL

During the seventeenth session of the Commission, the Observer from Greece announced that his Government was taking steps to ratify the 1953 Protocol. Under the provisions of article 21 of this treaty, the ratification or accession by three out of the list of seven designated opium-producing countries is required to bring the Protocol into force. Of these seven, India and Iran have already ratified, so that the ratification by Greece, which is also listed among the seven, would have the effect of bringing the Protocol into force. Accordingly, the Secretariat prepared a document considering the various actions which would have to be taken in preparation for the coming into force of this Protocol. In the light of this study the Commission decided that the first annual report to be made by Governments under the new treaty should be made for the calendar year following the year in which the Protocol would enter into force.

(c) OPERATION OF THE INTERNATIONAL NARCOTICS TREATIES

Annual reports on the working of the treaties were received for 145 States and territories, and analysed in the Summary of Annual Reports of Governments, 1960.

Legislative texts were studied and circulated in respect of thirty-seven countries and territories.

During the year, five new substances were brought under international control. The number of drugs now under international control is eighty-four of which fifty-five are synthetic drugs.

Information on the subject of illicit traffic was based on 631 reports on seizures of illicit drugs, in respect of 793 individual seizures, and general reports on the traffic submitted by 100 States and territories. Summaries of seizure reports, established by the Secretariat, were communicated each month to all Governments. Information was exchanged and consultation carried on under standing arrangements with the International Criminal Police Organization (Interpol).

The Secretary-General prepared a review, drawing attention to salient features of the situation. Opium and the opiates were by far the most important drugs in international traffic generally. Except for the illicit markets in cannabis, particularly in Africa, and for those in coca leaf in parts of South America, opium and the opiates were also predominant in trafficking within countries where problems of abuse of drugs existed. Over some years attention has been focused on evidence that clandestine conversion of opium into "white drugs" (morphine and heroin) was being carried out in closer proximity to producing areas. Concomitantly, reports have been received concerning a marked increase in amounts of heroin seized in some areas of the Middle East and South-East Asia, and equally, Governments have reported a larger number of clandestine manufacturing centres discovered and destroyed. The fact that seizures of cocaine, though the quantities were small, were made in widely dispersed places had considerable significance, given the limited area which was the source of the raw material of the drug. Reports by Governments stressed the importance for narcotics control of maintaining close liaison both within regions and internationally, among the central narcotics authorities and enforcement services.

The work of the United Nations Laboratory has been characterized by the analysis of all samples of opium seized in the illicit traffic sent in by Governments. Results could only be obtained in two-thirds of the cases because of the lack of sufficient authenticated samples from South-East Asia, parts of the Middle East and certain countries of South America. A study was also carried out on the behavior of certain plant constituents when tested with the chemical reactions for the identification of cannabis.

(d) ACTION RESEARCH STUDIES

The prevention of drug addiction being the whole purpose of the international control system, study of the incidence of drug addiction in countries throughout the world was continued in an endeavour to establish the degree of seriousness of addiction problems in different countries and regions. A broadening of programmes of research on problems of abuse of drugs was considered necessary, particularly research on the causes of drug addiction; more data concerning the socio-economic and medical aspects of drug addiction in various countries were needed for the formulation of realistic policies of prevention at both the national and the international level.

A study on the coca leaf situation was made in order to have up-to-date information available on the position in the South American countries affected by this problem.

The emergence of synthetic drugs, which are widely used in medicine, has led to a great increase in the number of narcotic drugs. The purpose of a new study on sixty-three synthetic and other new narcotic drugs was to obtain up-to-date information on world consumption from 1950 to 1960 inclusive, and also on the consumption in fifty different countries during the five-year period 1956-1960; quantities were expressed in terms of average narcotic dosages per thousand people in order to facilitate comparability.

The Secretariat prepared a summary of the information available on barbiturates, which was necessarily limited, as barbiturates, not being under international narcotics control, were not subject to obligations by Governments to furnish statistical information. The Secretariat also arranged for further information on this subject to appear in the *Bulletin on Narcotics*.

All this information formed the basis on which the discussion in the Commission was conducted on this item and as a result of which a resolution was passed recommending that Governments take appropriate measures to place the production, distribution and use of such drugs under strict control.

Two issues of volume XIII and the first two issues of volume XIV of the quarterly *Bulletin on Narcotics* appeared. An effort was made to cover as many different aspects of narcotics control as possible, to give attention to the situation in countries in different regions and to choose authors on as wide a geographical basis as feasible.

(e) TECHNICAL CO-OPERATION IN NARCOTICS CONTROL

An increased number of Governments availed themselves of the programmes of technical assistance in narcotics control, particular emphasis being given to regional co-operation. Three regional projects were organized under the programme established by General Assembly resolution 1395 (XIV).

(*a*) A meeting of an Inter-American consultative group on narcotics control, in which eighty-six officials from fifteen countries participated, was held in Rio de Janeiro. The meeting recommended that a seminar be convened under the technical assistance scheme for an exchange of experience of the countries concerned with the problem of coca leaf chewing. Its other recommendation related to the promotion of regional co-operation in narcotics control by the organization of regional meetings and study-groups, and by other appropriate measures, including the appointment in Latin America of a resident United Nations official charged with facilitating regional co-operation in the field of narcotics.

(*b*) A study-tour of eleven seaports and airports was undertaken in South-East Asia, in which nineteen customs and police officials from thirteen countries took part. At the closing meeting in Hong Kong, the Group agreed on certain recommendations and suggestions for forwarding to interested Governments.

(*c*) The third regional project was a visiting mission composed of a small number of experts to countries in the Middle East at the request of their Governments, those visited being Aden, Bahrain, Jordan, Kuwait, Libya, Saudi Arabia and the United Arab Republic. In the view of the number of countries expressing interest in this project, it became necessary for it to be divided into two parts. The first part of the mission, which took place during February to April 1962, will probably be followed by the second part early in 1963.

Also under resolution 1395 (XIV), one fellowship each was granted to the Governments of Bolivia, the Federation of Malaya (extension of 1960 fellowship), Ghana, Morocco and Thailand.

The services of two experts were provided, one to the Government of Peru and one to the Government of Thailand. Assistance was also given by way of an expert (Iran) and a fellowship (Turkey) under the Expanded Programme of Technical Assistance. Another fellowship (Turkey) granted in 1960 under the Expanded Programme, was extended to 1961 with the use of funds available under resolution 1395 (XIV).

In addition, a start was made on the collection of a small library of films on various aspects of narcotics control.

13. Social questions

(*a*) SOCIAL RESEARCH AND DEVELOPMENT

The Economic and Social Council, at its thirty-second session, decided to continue the work already begun in the field of balanced economic and social development and requested the regional economic commissions, the Committee for Industrial Development and the Social Commission to pay special attention to this problem with due regard to the study and utilization of all useful experience of countries in this field. As a result of this decision the Social Commission had before it at its fourteenth session a report by the Secretary-General, based on conclusions drawn from eleven case studies on the situation in particular countries, prepared with the co-operation of the Governments. The Commission recommended that the Council should request the Secretary-General to prepare a report on steps to be taken by Governments in determining the appropriate allocation of resources to the various social sectors, giving full attention to the need for integrating the social and economic aspects of development.

The Commission also recommended that the Council urge Member States and the regional economic commissions to take into account the importance of including social as well as economic development planning in the establishment of national or regional development institutes. It was further recommended that United Nations organs should intensify their investigation of problems of planning for balanced economic and social development and that in the execution of the technical assistance programme, assistance to economically less-developed countries in training national personnel for planning should receive due attention.

In this connexion, an Arab States Conference on Social Aspects of Development Planning was held from 6 to 12 November 1961 in Beirut, Lebanon, in co-operation with the Government of Lebanon. The Conference urged, among other things, increased attention to training in social development planning. Preparations are being made for a meeting of a group of experts in the ECAFE region in 1963, to be convened jointly with ECAFE, which will consider the problem of planning in individual social sectors in relation to economic development.

The general outline of the third *Report on the World Social Situation*, to be submitted to the Social Commission in 1963, was prepared and the chapters are being drafted. The *Report* is to be a ten-year survey of social conditions and programmes and will include chapters on population, health, food and nutrition, housing, education, conditions of work and employment, development of human resources, social security and social welfare services, and on Africa, Asia, Latin America and the Middle East.

The Meeting on Social and Related Economic Questions of the Administrative Committee on Co-ordination in July 1961 considered reports of the inter-agency working parties on urbanization, housing and related community facilities, and community development, as well as a general review of social and related economic projects of common interest at the Headquarters and regional levels, and reported to the ACC on co-ordination of activities in these fields. The Council in its resolution 841 (XXXII) drew attention to the need to deal with problems relating to industrialization, rural development, urbanization and housing as a whole and requested the Committee for Industrial Development and the Social Commission to take into consideration in their work the close interrelationship of the problems falling within their competence. The Council further requested the ACC to submit to it, at its thirty-fourth session, suggestions for suitable measures for co-ordinating the activities of the United Nations and the specialized agencies in these fields. Specific proposals for co-ordination of the work of the Committee for Industrial Development and the Social Commission were made by the Secretary-General in a report for the Commission at its fourteenth session. Further suggestions have been made by the ACC in its report to the Council at its thirty-fourth session.

(*b*) URBANIZATION

The Economic and Social Council, at its thirty-second session, approved the proposed concerted international programme in urbanization, invited the United Nations and its organs to strengthen their work in this field and recommended that Governments formulate national policies on urbanization, including the development of national centres to deal with the problems involved. The Urbanization Sub-Committee of the ACC Meeting on Social and Related Economic Questions, which met in July 1961, felt that the need in most countries was for the establishment of a national policy, within the context of over-all development plans and the provision of machinery to carry out the needed tasks, rather than creating new bureaucratic organizations.

The Sub-Committee also recommended the agenda for the Workshop on Urbanization in Africa, which was held in Addis Ababa from 25 April to 5 May 1962. This meeting, held in co-operation with the ILO, UNESCO, and WHO, was based on the findings of the 1959-1960 Inter-Agency Survey Mission on Urbanization in the Mediterranean Region and on a reconnaissance-survey mission in several African countries undertaken by the United Nations and the Economic Commission for Africa in 1962, with the co-operation of the specialized agencies concerned. Member States of the Economic Commission for Africa participated in this Workshop, as well as the specialized agencies concerned and the League of Arab States.

Plans are being made for a Workshop on Family and Child Welfare in Relation to Urbanization in the Arab States, to be held in Alexandria, United Arab Republic, from 8 to 17 October 1962. The Workshop will consider the social welfare problems associated with urbanization and will be organized in co-operation with the Government of the UAR and the League of Arab States.

(*c*) POPULATION

Decisions taken at the thirty-first session of the Economic and Social Council on the recommendations of the Population Commission at its eleventh session, were actively followed up. These included the decision to hold a second world conference of experts on population in 1964 or 1965, and approval of a five-year plan for international co-operation in evaluating, analysing and utilizing the results of censuses.

The Secretary-General formed a small committee to assist in formulating an agenda for the world conference on population, based on the suggestions of the Population Commission. This committee, which is also concerned with the financial arrangements for the conference, is scheduled to meet in Geneva in June 1962.

Following earlier seminars on evaluation and utilization of census data, a report on *Provisional Suggestions for National Programmes of Analysis of Population Census Data* was published early in 1962, and a study on population and manpower in the Sudan is being completed for publication. An item on population growth and economic development, introduced at the sixteenth session of the General Assembly, but not acted upon owing to lack of time, is on the agenda of the Assembly at its next session. A committee of experts was convened at Headquarters in September 1961, as recommended by the Commission at its eleventh session, to advise on the revision of the United Nations study, *The Determinants and Consequences of Population Trends*. The revision was to take into account results of recent censuses and new research since the publication of the study in 1953. This committee also advised on preparations for the world population conference.

Work continued on an experimental demographic survey in Brazil. A fourth round of household sample inquiries on births and deaths was begun in November 1961, aimed at correcting some deficiencies revealed by the analysis of the returns of the first three rounds. This is a joint project of the Government of Brazil and the United Nations. A demographic and socio-economic survey of the metropolitan area of San Salvador, El Salvador, undertaken as a pilot study of interest to the Central American countries generally, is being completed.

The sixth issue of the *Population Bulletin of the United Nations*, which deals with world mortality patterns and trends, has been completed. The seventh issue, which will be concerned with fertility trends and patterns, is in preparation.

In line with the Secretary-General's plan for the diversification and expansion of the existing facilities for demographic research and training in Latin America and in Asia and the Far East and the development of such facilities in other regions, regional sub-centres in Accra, Ghana, and in Cairo, UAR, are being planned. Several Governments have also expressed interest in assistance in the development of national centres for demographic research and training and means for providing such assistance are being sought.

Preparations were made in 1962 for the Asian Population Conference, to be held in 1963. The Preparatory Committee met at the Demographic Research and Training Centre, Bombay, India, in February 1962 and drew up detailed plans for the Conference, including a tentative agenda. Among items to be discussed are the demographic situation and prospective population trends in Asia and the Far East, economic and social implications of these trends, economic and social policies designed to promote fuller utilization of human resources, policies designed to affect population trends and promotion of research and training and dissemination of information on population matters.

Plans were also completed for the first Seminar on Population Problems in Africa, which will be held in Cairo in October-November 1962. Among questions to be discussed are demographic problems in relation to economic and social planning in Africa, needs for demographic data and studies in Africa, and regional co-operation in the demographic field.

(*d*) COMMUNITY DEVELOPMENT

The United Nations programme in community development continued to be chiefly concerned with rural areas. At the 1961 meeting of the ACC Working Group on Community Development, its terms of reference were broadened and its name changed to Working Group on Rural and Community Development.

The Social Commission, at its fourteenth session, considered the report of the Secretary-General concerning proposals for a meeting of an *ad hoc* group of experts on community development, as recommended by the Economic and Social Council at its thirty-second session, and agreed to the proposal for the selection of eleven experts to consider the relation of community development programmes to national development programmes, including land reform, ways of increasing the economic and social impact of such programmes, and effective organizational and administrative arrangements to carry out such programmes in countries of differing economic and administrative systems. This group will meet early in 1963 and report to the Commission at its fifteenth session.

The Asian Seminar on Planning and Administration of National Community Development Programmes was held in collaboration with ECAFE in Bangkok from 22 August to 1 September 1961. The purpose of the seminar was to review the progress made in the community development programmes in the region and to make recommendations for national, regional and international action for strengthening and expanding them.

This was followed by an Asian Conference on Community Development, also held in Bangkok, from 4 to 6 September. It was primarily intended for administrators in charge of community development programmes.

The European Seminar on Training for Community Development, organized by the Office of Social Affairs of the European Office of the United Nations, was held in Athens from 17 to 26 September 1961. Among the main topics discussed were concepts and principles of community development and aims, organization, and content and methods of training of community development personnel at different levels.

The first African Training Course in Community Development was held at Dakar from 1 to 30 November 1961 and was designed for African officials holding supervisory and administrative positions in community development and related fields. Participants from thirteen West African countries were given instruction by faculty members of the University of Dakar, members of the staff of the Economic Commission for Africa and United Nations community development experts.

A mission to survey and evaluate self-help housing methods and practices in South-East Asia visited Ceylon, India, Indonesia, Japan, the Philippines and Thailand and studied, among other things, the relationship between self-help housing and community development. It included a community development expert as one of five experts.

The Workshop on Housing and Community Facilities within Community Development Programmes was conducted from 9 to 22 October 1961, in Tunis. Seventeen countries in the region each sent teams of two officials working in the two fields. The Workshop made recommendations on the extension of self-help housing and community facilities and their relationship to community development for consideration and appropriate action by the Economic Commission for Africa.

In May 1962, an Arab States Workshop on Planning and Administration of National Community Development Programmes was held in Cairo. Other regional projects for which preparations were made were a Latin American Seminar on Planning and Administration of National Community Development Programmes, a second training course for community development personnel in Africa, and a regional study on applicability of community development techniques to urban areas in Africa, all scheduled for 1962. In addition to the assistance given to the regional fundamental education centres in the Middle East and in Latin America, the United Nations is helping finance clearing-house functions in community development in Africa and in Asia and the Far East. An Asian Seminar on Urban Community Development is being planned for late in 1962, in Pakistan. A study on *Urban Community Development*, designed to provide information and support to workers engaged in this field, was published in 1961. Assistance in urban community development has been given to the Governments of Ghana, Greece, Japan, Nigeria, Somalia and the Sudan.

(*e*) HOUSING, BUILDING AND PLANNING

One of the major items on the agenda of the Social Commission at its fourteenth session was the report of the *ad hoc* group of experts on housing and urban development, which met at Headquarters in February 1962, in accordance with the decision taken by the Economic and Social Council at its thirty-second session. The Commission recommended to the Council that it adopt a resolution whereby it would establish a special committee to deal with housing and related community facilities and physical planning composed of Governments elected by the Council on the basis of equitable geographical distribution and a balance between developing and industrialized countries, the members of the Committee to be designated by the Governments in agreement with the Secretary-General, with a view to achieving a balanced coverage of required expertise in housing, building and urban development. Under the resolution it would also urge participating Governments to increase their contributions to the Special Fund and the Expanded Programme of Technical Assistance in order to make available additional funds for projects in housing, related community facilities and physical planning in balance with other projects required for the economic and social development of the developing countries.

The Council at its thirty-second session adopted a resolution drawing attention to the need to deal with problems relating to industrialization, rural development, urbanization and housing as a whole. The ACC Working Group on Housing and Related Facilities, which met in Geneva in June 1961, reviewed co-operative efforts in these fields, notably pilot projects in Somalia and Mexico City. It was felt that an exchange of information among the international organizations on their activities would be useful and it was decided that an annual report on technical assistance activities and a consolidated report on international programmes of work in housing, building and planning should be prepared. This work was initiated early in 1962.

The United Nations co-operated closely with the regional commissions and international organizations participating in the long-range concerted programme of action in housing, building and planning and related fields. It also provided fellowships and experts in these fields. It continued to give assistance to the regional housing centres in Asia and the Far East and in Latin America and consultations were held concerning the establishment of similar centres in Africa. Preliminary work was carried out for establishing a centre for earthquake engineering and the construction of earthquake-resistant housing.

A meeting of a group of experts on metropolitan planning and development was held in September 1961 in Stockholm with the co-operation of the Government of Sweden. A study was prepared on the physical planning of industrial estates for consideration by the United Nations Seminar on Industrial Estates, which was held in Madras, India, in November 1961. The study will be published in 1962, with the conclusions and recommendations of the Seminar. Preliminary work was completed in 1961 for a pilot project in regional planning which it is hoped to implement in Latin America during 1962 or 1963. Plans were made for a seminar on community facilities in relation to housing for countries of Asia and the Far East which is to be held in September 1962 in New Delhi with the co-operation of the Government of India.

A seminar on the preparation of housing surveys and programmes was held in Zagreb, Yugoslavia, in October 1961, under the auspices of the Economic Commission for Europe in co-operation with the Government of Yugoslavia. Plans are being completed for a seminar for Latin American countries on statistics as an aid to programming of housing, building and planning services which will be held in Copenhagen in the autumn of 1962, in co-operation with the Government of Denmark and the interested organizations.

A mission of experts undertook a comprehensive survey of self-help housing methods and practices in selected countries of Asia and the Far East during 1961 and early 1962. The findings of the mission were conveyed to the *ad hoc* group of experts on housing and urban development mentioned above. A self-help housing survey of selected countries is being carried out in Africa, and a pilot and demonstration project in self-help housing is being undertaken in Somalia with extra-budgetary funds.

(*f*) Social services

At its fourteenth session, the Social Commission considered a report on the organization and administration of social services prepared by a group of experts convened at United Nations Headquarters in compliance with the resolution 731 D (XXVIII) of the Economic and Social Council. The Commission recommended that the Council request the Secretary-General to transmit the report to Member States, the specialized agencies and the interested non-governmental organizations, inviting their comments. It asked for a study of needs of developing countries in the field of family and child welfare, to be presented to it in 1964. It also recommended that the social welfare sector be given a definite role within the framework of the United Nations Development Decade and in the establishment of national and regional development institutes. A seminar on the organization and administration of social services in Africa was held in Abidjan, Ivory Coast, from 16 to 28 April 1962. The services of social welfare advisers and fellowship grants were made available to several countries.

Close co-operation continued with UNICEF in its programme of social services for children and other UNICEF-aided projects in the field of family and child welfare. At the *ad hoc* inter-agency meeting on activities for children and young people, held in Geneva in August 1961 within the framework of the ACC, agreements were reached on methods for inter-agency consultation and technical co-operation with UNICEF. A joint United Nations/FAO meeting of experts on the contribution of social work and home economics in meeting family needs was held in Rome in December 1961. The report will be published during 1962. Plans are being made for a seminar on urbanization and family and child welfare for the Arab countries and a joint United Nations/WHO meeting of experts on the organization of day-care and institutional care of children, which will both be held in October 1962. A biennial questionnaire was sent to Governments of States Members of the United Nations on the development of family and child welfare programmes during 1960-1961. A guide for use in the development of these programmes is expected to be completed during 1962, as well as issue No. 9 of the *International Social Service Review*. Advisers in family and child welfare and fellowships were made available to several countries.

Activities in social work training largely consisted of the provision of advisers and fellowships to several countries. The fourth International Survey of Social Work is being prepared and will be published in 1963. Plans are being made for a seminar on training for family and child welfare in Asia and the Far East, to be held in Indonesia in November 1962.

An *ad hoc* inter-agency meeting on the rehabilitation of the handicapped was held in July-August 1961 within the framework of the ACC. Recommendations were made regarding methods for more effective integration of main phases of the rehabilitation process and the exchange of information on programme developments among the international agencies. A fourth issue of the Summary of Information on Rehabilitation, providing a summary of rehabilitation activities, programmes and projects of the United Nations, specialized agencies and some non-governmental organizations, was prepared in early 1962. A study on legislative and administrative aspects of rehabilitation programmes in selected countries and a monograph on basic equipment for rehabilitation centres are being prepared. Advisers and fellowships were provided for several requesting Governments.

The eighth Conference of Non-Governmental Organizations interested in Migration, sponsored jointly by the United Nations and the ILO, was held in August 1961, in Geneva. Proposals for a new organization merging the Conference and the Standing Conference of Voluntary Agencies Working for Refugees were approved in principle, subject to certain amendments of the draft statutes. The Conference also considered assistance to refugees after the World Refugee Year, the Freedom from Hunger Campaign, migration and health problems and migration as a factor in world economic development. It adopted recommendations and resolutions concerning, *inter alia,* housing of immigrants, the child and migration, and the mental health of migrants and refugees.

(*g*) Social defence

In the field of social defence, the most significant event was the first meeting of the United Nations Consultative Group on a world-wide basis, which took place at Geneva in December 1961, and was attended by delegates from forty-five countries and by representatives and observers from specialized agencies, inter-governmental and non-governmental organizations. A special issue of the *International Review of Criminal Policy* (No. 17-18) was prepared for it and UNESCO contributed a study on the role of the school in the prevention of juvenile delinquency. Other papers were submitted by non-governmental organizations. The report of the meeting will be published during 1962. The Economic and Social Council, at its thirty-second session, endorsed the conclusions and recommendations of the Group.

The ACC *ad hoc* inter-agency meeting on juvenile delinquency, its prevention and related youth policy and a one-day meeting of non-governmental organizations interested in social defence questions also took place in 1961.

The number of national correspondents in the field of prevention of crime and treatment of offenders rose to 141 in fifty-two countries, compared with 125 in fifty countries in June 1961. Expert assistance was provided for several Governments, as well as fellowships in various aspects of social defence.

The regional surveys on juvenile delinquency for Asia and the Far East and the Middle East were being revised. The study to determine the real extent of the increase of juvenile delinquency and the causes of this increase was begun, in co-operation with the specialized agencies and the interested non-governmental organizations.

A study is also being undertaken on methods of prevention of juvenile delinquency, in co-operation with the specialized agencies concerned, and a pilot study in one country is scheduled. Plans were made for holding a European seminar on this subject in Rome in October 1962.

A questionnaire was circulated to Governments concerning laws, regulations and practices relating to capital punishment, and national correspondents and certain non-governmental organizations were asked for information on the deterrent effect of capital punishment and the effects of its abolition. A study will be prepared on the basis of this information for consideration by the Council at its thirty-fifth session.

The Asia and the Far East Institute for the Prevention of Crime and Treatment of Offenders in Japan, for which the United Nations is providing the services of a director and a senior adviser, was established in late 1961. Preparations continued for the establishment of a similar institute in Brazil.

Issue No. 19 of the *International Review of Criminal Policy*, which will deal with the organization and administration of services in the social defence field and the over-all administrative relationship of social defence programmes to social welfare, was virtually completed.

(*h*) OTHER MATTERS RELATED TO UNITED NATIONS WORK IN THE SOCIAL FIELD

The strengthening of the United Nations work in the social field, recommended by the General Assembly in resolution 1392 (XIV), was again taken up by the Economic and Social Council at its thirty-second session. The Council had before it a report by the Secretary-General and a resolution of the Social Commission at its thirteenth session. In its resolution 830 J (XXXII), the Council approved the recommendations of the Commission, *inter alia* that it change from biennial to annual meetings, enlarge its membership, reappraise the basic direction of its activities with a view to giving increased attention to questions of social policy, and propose amendments to its terms of reference if required.

The Social Commission, at its fourteenth session, considered a report by the Secretary-General on the basic directions of United Nations activities in social welfare, the co-ordination of the work done in this field by the various United Nations organs, action taken by the General Assembly and the Council of particular interest to the Commission and progress in the work programme for 1961-1963.

The Commission recommended to the Council the adoption of a resolution in which it would ask the Secretary-General to prepare a report on new policy developments in all of the social fields involving major shifts in programme emphasis and principal activities of the United Nations and specialized agencies that might be pertinent to the items before the Commission. It was hoped that close co-operation would continue between the Bureau of Social Affairs and the secretariats of regional commissions, the development institutes and the specialized agencies. It was further suggested that the Council bring to the attention of the Assembly the need to provide the necessary resources for the United Nations to carry out programmes for strengthening and expanding its work in the social field, in order to raise the level of living of all peoples during the Development Decade.

The Council at its thirty-second session reviewed a report by the Secretary-General on an evaluation of selected aspects of the United Nations technical assistance activities in the social field, which had been before the Social Commission at its thirteenth session. The Council adopted resolution 830 F (XXXII) in which *inter alia*, it approved a number of principles and specific actions with respect to technical assistance in the social field and recommended that an evaluation report on specific aspects be submitted to the Commission every two years. Plans have been formulated for an evaluation of activities in community development.

B. REGIONAL ECONOMIC COMMISSIONS

In the four regional commissions a further consolidation of older endeavours took place simultaneously with the exploration of new ventures, with emphasis on rendering aid and services to member Governments in planning and promoting economic and social development.

The Economic Commission for Africa took steps to implement its decision to establish an African Institute for Economic Development and Planning. It has also decided in principle to establish an African Development Bank.

The Economic Commission for Latin America established the Latin American Institute for Economic and Social Planning, which is to provide, at the request of the Governments concerned, training and advisory services to the countries and areas within the Commission's geographical scope, and to undertake research in planning techniques.

Activities of the Economic Commission for Asia and the Far East showed a further strengthening of regional economic co-operation with regard to such pioneering enterprises as the Asian Highway Scheme and the Lower Mekong Basin Project. In a resolution adopted at its last session ECAFE requested the Special Fund and other United Nations agencies to extend assistance to the former project, while resources for the latter project stood at over $20 million at 19 March 1962. The Economic Commission for Europe, completing its fifteenth year of activities, continued its versatile work through its extended network of subsidiary bodies and teams of experts.

A feature that can be singled out in the recent activities of the Commission was the support expressed for implementation of the general principles of decentralization of economic and social activities of the United Nations laid down in General Assembly resolutions 1518 (XV) and 1709 (XVI) and in Economic and Social

Council resolutions 793 (XXX) and 823 (XXXII). Resolutions on decentralization adopted by each of the commissions reflect this urgency. Meanwhile regional activities indicate that the regional commissions are beginning to play a greater role in their respective areas within the limits of their present constitutional authority and available resources. The latest report of the Secretary-General on decentralization of the economic and social activities of the United Nations and strengthening of the regional economic commissions is to be submitted to the Economic and Social Council at its thirty-fourth session.

A second major development was the establishment of economic and social planning institutes, in accordance with General Assembly resolution 1708 (XVI), which recognized the urgent need for well-integrated development plans in promoting economic and social development in the countries of the various regions. Mention may be made in this regard of the Latin American Institute for Economic and Social Planning and the progress made towards the establishment of a similar institute for Africa. In ECAFE the creation of an Asian Institute of Economic Development is also under way. Moreover, ECAFE endorsed the proposal made by the Conference of Asian Economic Planners that the Secretariat should, in collaboration with the Bureau of Technical Assistance Operations, establish a Regional Advisory Group on Economic Development Planning.

Various activities in the regional commissions also reflect their concern about the problems of trade in their export commodities, which they regard as crucial to the success of development plans.

Finally, the importance attached by the regional commissions to the role of education and training in economic and social development was reflected in the various regional conferences on education, held under the joint sponsorship of UNESCO and the commissions, which adopted or elaborated on plans on educational development.

1. Economic Commission for Europe

At its seventeenth session in April and May 1962, the Commission, in addition to considering the activities of its subsidiary bodies and reviewing the economic situation in Europe, also discussed its work as a whole and more particularly the possibilities for its development and strengthening. It adopted resolutions on: the fifteen years of ECE activity; the role played by the consumer and the efficiency of distribution mechanisms in the economies of member countries; exchange of scientific abstracts of documents relating to applied economics; standardization; studies on a unified system of inland waterways in Europe; international trade fairs and exhibitions; and mechanical and electrical engineering. In further resolutions the Commission requested the Executive Secretary to consult with member Governments with regard to improving the organization of its annual sessions; to continue to give to the competent bodies of the United Nations any assistance which they might ask of the Commission in any further work on the economic and social consequences of disarmament; and to submit suggestions on procedures for contacts between ECE and organizations for inter-governmental economic co-operation in Europe outside the United Nations structure. The Commission also adopted decisions on further work on agricultural machinery and productivity of labour; and approved the Executive Secretary's proposal to expand the ECE in-service training programme in conformity with General Assembly resolution 1708 (XVI). The Commission noted that the second meeting of senior economic advisers was to deal with criteria for investment policies.

The ECE secretariat continued its co-operation with the Secretariat at Headquarters on a number of specific projects, as well as with the secretariats of ECAFE, ECLA and ECA and the technical assistance programmes of the United Nations. The Technical Assistance Office in Geneva was transferred to the ECE secretariat as a Technical Assistance Unit. The Commission and its secretariat continued to develop their co-operation with the specialized agencies, IAEA and a number of inter-governmental and international non-governmental organizations.

The secretariat continued the publication of periodic surveys and reviews, including the quarterly *Economic Bulletin for Europe* and the annual *Economic Survey of Europe,* as well as a series of specialized statistical bulletins.

Agriculture

The Committee on Agricultural Problems continued to exchange information on current agricultural policies and to review the market situation of major agricultural commodities. The Committee's subsidiary bodies were concerned with the standardization of fruits and vegetables in intra-European trade, with the establishment and improvement of sales contracts for certain agricultural products, and with problems of mechanization of agriculture. *Ad hoc* study groups discussed problems of rationalization of agriculture and methods of production projections. The secretariat issued its fourth report on "Output, expenses and income of agriculture" and its annual report "Prices of agricultural products and fertilizers".

Coal

The Coal Committee continued its activities in the fields of production, utilization and trade. Increasing attention was being devoted to the question of rendering coal more competitive in relation to other forms of energy. Work was begun on a detailed study on productivity in the coal industry. The exchange of technical information including questions connected with production and utilization problems continued on an all-European basis. *Ad hoc* meetings on technical problems were held and proved a useful means of improving the situation of the coal industry. The Coal Trade Sub-Committee reviewed coal market prospects at quarterly intervals.

Electric power

The Committee on Electric Power kept under review the development of Europe's electric power supply situation and its future prospects, and through various activities, including the holding of a seminar on rationalization of electric power consumption, exchanges of information and group study tours, endeavoured to promote the optimum use of available power resources. Particular questions studied by the Committee included aspects of the design and operation of thermal power stations; the geographical distribution and characteristics of hydro-electric resources and storage potential; legal aspects of financial charges imposed on electric power undertakings; peak load problems, investment criteria for power equipment; rural electrification and methods of defining power plant statistics.

Gas

The Gas Committee agreed to the publication of a *Review of the Gas Industry in Europe in 1960* and has decided to make the annual review of the industry a regular feature of its work. In view of the growing importance of natural gas to the industry, emphasis was given to such problems as the transport of natural gas over long distances in connexion with underground storage of such gas, and a special seminar on the subject was held in the USSR from 23 to 31 May 1962. Markets for natural gas in various parts of Europe have been under constant review. Furthermore, the Committee examined the question of the optimum use of gas by different sectors of the economy. As the gas industry is increasingly turning to the use of raw materials other than coal for manufacturing gas, the Committee examined the use of butane, propane and refinery tail gases as raw material and will continue this work by studying other petroleum products for this purpose, for example light distillates and black petroleum products.

Housing

The secretariat, in its annual review for 1960, examined current developments and future prospects in the field of housing, building and town planning. The comprehensive study of the housing situation in Europe continued. A new European programme for collecting and publishing housing and building statistics was started. Work progressed on three inquiries examining different aspects of government technical policies in relation to building costs. A comprehensive study on rural housing was published. The pilot inquiry on the planning and cost of new residential areas was completed. A Symposium on Urban Renewal was held and a standing Working Party on Urban Renewal and Town Planning Aspects of Housing was subsequently established. A Housing Seminar for the Benefit of Developing Countries was held in Yugoslavia. A study tour in the Federal Republic of Germany was organized.

Industry and materials

The *ad hoc* Working Party on Contract Practices in Engineering continued its work; work continued on the study on economic aspects of automation, and on problems of productivity of labour. A major study by the secretariat of production and export of capital goods in the field of mechanical and electrical engineering was completed. Work continued on problems of agricultural machinery. The secretariat also obtained and analysed information on certain aspects of other industrial sectors, particularly chemicals, plastics and synthetic fibers, with a view to possibilities for future work.

Inland transport

Two international agreements, one concerning the Work of Crews of Vehicles engaged in International Road Transport and the other the Transport of Perishable Foodstuffs, were opened for signature. General conditions governing contracts for international furniture removal were agreed on. The preparation of proposals for amendments to the 1949 Road Traffic Convention and the Protocol on Road Signs and Signals was completed. A number of decisions were taken on road safety, on the standardization of road vehicle equipment and on the unification of inland water signalization.

Among the other questions studied by the Committee were customs facilities; road track costs; transport of dangerous goods by road and inland waterways; the setting up of a unified waterway network; and some legal and technical aspects of inland waterway transport.

Steel

Short- and medium-term trends of the European and world steel markets in 1960 were examined in the annual review prepared by the secretariat. In addition to the *Quarterly Bulletin of Steel Statistics for Europe*, a volume on world steel trade in 1960 was published. The use of steel in construction was the subject of a special report. Problems of productivity and of the economic aspects of automation in the steel industry were studied further. Work continued on the standardization of general conditions of sale of steel products, and a new study on the economic aspects of iron ore preparation was started. Arrangements were made for a study tour in several European countries for experts on iron- and steel-making processes from the ECAFE region, to take place in the summer of 1962.

Timber

Developments in 1961 and 1962 and prospects in 1962 in the European market in sawn softwood, hardwoods (including tropical hardwoods), pulpwood and pitprops have been kept under review. Work continued on a study of European timber trends and prospects in the period 1950-1975. Questions of productivity of labour in forest operations and in the saw-milling industry and its integration were taken up for examination. Study tours, a training course and study group and expert meetings were held on forest techniques and wood-processing topics.

Development of trade

The Committee on the Development of Trade reviewed developments in intra-European and especially east-west trade. It requested the Executive Secretary to invite Governments to inform the secretariat of their views on the secretariat's suggestion that the possibility of an annual exchange of information and views among ECE Governments on long-term perspectives and plans be explored. It also requested the secretariat to assist Governments in the implementation of its resolution 9 (XVI) so as to facilitate the formulation of recommendations for removal of economic, administrative and trade policy obstables. The Committee recommended that in case of any difficulties arising from trade between individual countries, participants and non-participants of sub-regional economic groupings, the representatives of such countries should meet in the framework of procedures agreeable to both sides concerned as often as required with the aim of overcoming the difficulties and of facilitating the development of trade between them. The Committee also considered such questions as the enlargement of the scope for multilateral transferability, of procedures for voluntary compensation of balances arising under bilateral agreements, and the work of the other regional economic commissions in the field of trade.

Conference of European Statisticians

The Conference of European Statisticians held its ninth plenary session. Meetings also took place on statistics of consumers' expenditure, comparisons of systems of national accounts in use in Europe, index numbers of industrial production, family budget inquiries (with the ILO), and food consumption surveys and current agricultural statistics (with FAO). A regional statistical seminar was also held on household surveys (with the ILO).

Other activities

Automation, problems of water pollution control utilization, and energy problems were among other questions studied by the Commission.

2. Economic Commission for Asia and the Far East

At its eighteenth session held in Tokyo in March 1962, the Commission noted that agricultural production, particularly of food in the region during the 1950's, while keeping pace with population growth, had lagged behind the rising domestic demand. Although external economic assistance was of considerable importance, stability in export markets and liberal import policies by the advanced countries towards the region's primary and manufactured goods were considered by the Commission to be of more lasting significance.

In accordance with the General Assembly resolutions on the Development Decade, international trade, and decentralization, the Commission decided to establish an Asian Institute of Economic Development, and to intensify its efforts to promote trade, industrial investments, highway links and social development. It adopted a work programme emphasizing the growing role of the secretariat in the technical assistance and operational activities of the United Nations and recommended that the secretariat be given the requisite authority and an adequate budget for these purposes.

Economic development and planning

The Conference of Asian Economic Planners at its first session reviewed the progress on planned economic development in the countries of the region, emphasized the need for a sustained high rate of capital formation, for provision of financial assistance on a long-term basis, for setting up within national governments adequate machinery for the formulation, evaluation and implementation of plans, and for regional co-operation which would accelerate the economic development of individual countries, promote international division of labour and achieve economies of scale. The Conference requested the secretariat to establish a regional advisory group to assist governments in their economic development planning work and to enlarge its training services.

Trade

The Committee on Trade continued to follow the developments relating to regional trade arrangements and other forms of economic integration in Europe and Latin America and to draw lessons for the ECAFE region therefrom. It stressed the need for concrete measures that would give the agricultural and manufactured goods of the developing countries free access to the markets of the developed countries, and hoped that steps would be taken in compensation negotiations with the European Economic Community to mitigate preferences and to solve the problems arising from the Community's high agricultural protection which would otherwise impair the region's exports, notably of rice and vegetable oils. The Committee welcomed the assurances that the Community would pursue liberal trade policies, and that the United Kingdom would seek to safeguard the interests of the commonwealth countries in the region in its negotiation for entry into the Common Market. It reiterated the need for closer economic and trade co-operation among the countries of the region. It decided to hold an Asian Trade Fair, to promote commercial arbitration to intensify the work of intra-regional trade promotion talks and related consultations on specific commodities such as pepper, and to continue the study of shipping and ocean freight rates. The Commission after endorsing the work of the Committee on Trade, recommended that ECAFE, ECA and ECLA should jointly evolve measures to develop international trade and economic co-operation. It adopted a resolution to assist the copra-producing countries of the region in improving their production and marketing and in stabilizing copra prices, and another resolution inviting States Members of the United Nations to take concerted action to ensure an equitable share of world trade for the under-developed countries.

Industry and natural resources

The Committee on Industry and Trade gave high priority to measures for promoting industrialization in the countries of the region, such as industries feasibility surveys, development of infra-structure including industrial estates, industrial research and training, industrial consultant services, standardization, and establishment of joint enterprises among the countries of the region to benefit from economies of scale, and regional co-operation. It requested the secretariat to increase its advisory services through panels of experts, to prepare a "Regional Investment Manual" and portfolios of specific projects, and to organize, in co-operation with the specialized agencies, industrial extension services, prototype production and institutions for promoting small-scale industries.

An ECAFE-UNESCO Group of Experts examined the training facilities in geology and mining in the region, recommended practical measures to improve these facilities and identified fields in which external assistance should be sought. A pilot course of techniques for aerial surveys was organized by the secretariat to provide training *inter alia* in photo-interpretation for geological purposes and related geophysical prospecting methods. A United Nations Seminar on Industrial Estates in the ECAFE region discussed various aspects of the planning, organization, location, management and financing of industrial estates as a measure of large and small-scale industries, and considered that this was an important field deserving assistance from the United Nations and specialized agencies.

A Regional Seminar on Energy Resources and Electric Power Development examined in detail various aspects of the integrated development of energy and electric power resources in the region and suggested measures for promoting regional co-operation in standardization, interchange of equipment, transmission of power across national boundaries, quality control, safety measures and manufacture of electric equipment etc. The Sub-Committee on Electric Power formulated basic principles for tariff making and for legislation to decrease electrical hazards; it also established standardized definitions, forms and questionnaires for collecting and compiling internationally comparable electricity statistics throughout the region.

The Commission in endorsing the recommendations of the Committee on Industry and Natural Resources and its subsidiary bodies emphasized the need for promoting industrial investment in the region, for convening a Seminar on Mining Legislation and for establishing regional training and research centres in key fields such as petroleum, geology and mining.

Inland transport and communications

The Inland Transport and Communications Committee recommended that countries of the region should promote international traffic, particularly by rapidly developing highway and railway links between neighbouring countries and also that they should co-ordinate their freight-rate policies and develop internationally comparable statistics. It suggested that governments should regulate and co-ordinate the operations of small carriers in the region.

At a joint session the Zonal Expert Working Groups on the Asian Highway prepared, on the basis of the results of a reconnaissance survey, estimates of the technical and financial assistance required to complete missing links and achieve minimum road standards on priority routes, they included appropriate Indonesian highways in the Asian network and reached agreement on road symbols, signs, signals, pavement markings, dimensions and other technical details. A Seminar on Highway Transport dealt with organizational, operational and economic aspects of road passenger transport in the region and recommended that ECAFE and the ILO organize a regional centre for training the staff of national training centres. A Working Group of Experts on Prototype Coasting Vessels reached agreement as to what features of various types of coasting vessels were best suited to the region and made recommendations on specifications and designs for the pilot-scale manufacture of the vessels. Several countries offered to demonstrate the operation of hydrofoil craft and to provide training in the construction and operation of prototype coasting vessels. A Seminar on Tourism, after reviewing the prospects for developing the tourist industry in the region, made recommendations on tourist publicity, transport, hotels, travel facilities, training of personnel and methods of compiling tourist statistics. Several countries offered to organize study tours and study groups on the promotion of various facilities and services for tourism.

The Commission recommended hastening the development of the Asian Highway and suggested that pre-investment surveys be undertaken with the help of the United Nations Special Fund and other sources of financial and technical assistance. It requested the secretariat to expand its advisory services and to promote co-ordinated research of particular interest to the railways of the region.

Water resources development

The Committee for the Co-ordination of Investigations on the Lower Mekong Basin reported considerable progress in data collection, investigations, planning and the preparation of comprehensive reports on priority projects on both the main stream and the tributaries. It envisaged the early construction of the first multi-purpose dam on a major tributary. The resources made available for the project reached the equivalent of US $21 million, these resources having been made available in various forms by Australia, Canada, China, France, India, Iran, Israel, Japan, the Netherlands, New Zealand, Pakistan, the Philippines, the United Kingdom and the United States of America, together with ECAFE, TAB, BTAO, the Special Fund, the ILO, FAO, UNESCO, WHO, WMO, IBRD, IAEA and various private organizations.

ECAFE convened a Symposium on Dams and Reservoirs which identified various factors governing the selection of sites and types of dams. The second ECAFE-WMO Inter-regional Seminar on Field Methods and Equipment used in Hydrology and Hydrometeorology discussed problems relating to the collection and interpretation of hydrologic and hydrometeorologic data in the ECAFE region. ECAFE also convened a Regional Seminar on the Development of Groundwater Resources. In all these activities, the secretariat emphasized the economic aspects and the promotion or regional co-operation, particularly in respect of international rivers.

Food and agriculture

The Joint ECAFE-FAO Agricultural Division continued its work on economic problems giving special emphasis to the regional aspects of the development of and trade in agricultural commodities of the region, and sponsored research and in case studies on agricultural financing and credit, the contribution of community development to economic development, unemployment in rice cultivating areas and the utilization of agricultural surpluses for economic development. It assisted governments in establishing agricultural economic research and training centres.

Statistics and research

The fourth Conference of Asian Statisticians devoted special attention to the implementation of the 1963 World Programme of Industrial Inquiries and the plans of FAO for food consumption surveys in connexion with the Freedom from Hunger Campaign. A Working Group on Training of Statisticians drew up a syllabus and related training material. The secretariat assisted governments in establishing statistical training institutions and programmes and continued its advisory services to the countries both in evaluating the 1960 census results and in improving the basic economic and social statistics required for economic and social development planning. A Seminar on Industrial Statistics considered methods and designs together with personnel, equipment and organization requirements (including external assistance) for developing industrial statistics in the countries of the region.

Social aspects of economic development

A Seminar on Planning and Administration of National Community Development Programmes and the first inter-governmental Asian Conference of Community Development convened by ECAFE examined questions such as the role of local governments, financing and staffing, programme evaluation and research, and administration at the project level, and also made recommendations for national and international action. The Conference suggested that, as a means of promoting regional co-operation in the field of economic development, the secretariat should collect and disseminate information and instruction material, prepare a directory of institutions, develop national and regional training programmes and provide advisory services. The secretariat continued its advisory work and studies on demographic problems, case studies on the relationship between land reform and community development, social policy and family and child welfare. It convened a Preparatory Committee for the Asian Population Conference to draft agenda, documents and studies for the Conference. It also convened the third Inter-Agency Meeting on Community Development. The secretariat continued to co-operate with UNICEF in developing social service programmes for children and in assisting governments in formulating projects requiring UNICEF aid, and it made preparations for carrying out a social survey for the Lower Mekong Basin.

Technical assistance and Special Fund activities

The ECAFE secretariat participated in the planning, programming, execution and evaluation of technical assistance and Special Fund projects of the United Nations. Secretariat staff members were included in the advisory missions sent by BTAO to several countries to prepare industrial development programmes, and to identify technical assistance needs arising from them. ECAFE participated in the reconnaissance surveys conducted in preparation for the development of Special Fund requests and projects in fields such as river valley developments, statistics, training, petroleum industry and housing. The secretariat increasingly provided studies, research material, briefing and advice to the technical assistance experts working in the countries of the region and initiated measures for assisting the countries in preparing their country programmes including long-term projects. The first of the annual consultations between the ECAFE secretariat and Resident Representatives initiated by the Executive Chairman of TAB and the Managing Director of the Special Fund, provided a further opportunity for integrating the work of ECAFE in the operational activities of the United Nations.

The secretariat continued to assist the Committee for Co-ordination of Investigations of the Lower Mekong Basin and its Executive Agent, and, to be represented on advisory boards and committees of a number of regional organizations dealing with railways, waterways, housing, demography, statistics, productivity and sociological studies.

3. Economic Commission for Latin America

The formation of the Latin American Institute for Economic and Social Planning was the keynote of the eighth session of the Committee of the Whole of the Economic Commission for Latin America, held at Santiago, Chile from 14 to 16 February 1962. Subsequently two extraordinary sessions were held (in Santiago in March 1962 and in New York in June 1962) to elect the Governing Council and to discuss the formation of an Advisory Committee. The Acting Secretary-General appointed as Director-General of the new Institute Mr. Raul Prebisch who will combine his new duties with his other responsibilities as Executive Secretary of ECLA. The functions of the new Institute are to consist essentially in training and related research work and in the rendering of advisory assistance to the Latin American Governments in relation to development planning and programming. Financing for the Institute over the next five years will be provided by the United Nations Special Fund and the Inter-American Development Bank, to a total of $4,188,500, while the Government of Chile has offered premises.

The establishment of the Institute will liberate resources which had necessarily been diverted to meet the growing requests from Governments for assistance in development planning and the need for concentrating on the training of economists in planning techniques.

A second event of major importance to the Commission in 1961 was the decision taken by the General Assembly and the Economic and Social Council regarding the decentralization of activities in the economic and social field, with particular reference to technical assistance activities. However, at the Committee of the Whole it was stressed that a prerequisite of the success of decentralization was the endowment of the regional commissions with sufficient resources to enable them to discharge their new functions and responsibilities in the field of action concerned.

Finally, the Commission noted the increasing emphasis on joint programmes with the Organization of American States (OAS) and the Inter-American Development Bank (IDB) arising out of the Tripartite Agreement reached in March 1961. It was also brought to the Commission's attention that the secretariat had been invited to participate actively in the work related to the Alliance for Progress. This was in line with United Nations policy, as laid down in General Assembly resolution on the United Nations Development Decade.

Advisory and training activities

Advisory Groups operated in Bolivia and Colombia, providing assistance to the respective government planning departments in the preparation of over-all development plans, and in the training of personnel, both at the working level and through intensive training courses. The Government of Bolivia published the summary of its programme in July 1961, followed later by the complete plan, while the Government of Colombia published a four-year investment programme early in 1961, the over-all economic development having been issued in December. Both Governments requested continuation of the Advisory Groups during 1962 and 1963 for the purpose of assisting their planning departments in the implementation of the plans.

A small nucleus of experts in different aspects of development programming has been working in Venezuela since January 1961. In all three countries mentioned, intensive training courses in economic development programming were organized as an integral part of the work. In Chile, where a small ECLA/BTAO team collaborated with the Government, a special short course on development problems for very senior officials was organized.

Governments expressed their satisfaction with this Advisory Group approach to technical assistance, one of the advantages of which is the integration of all efforts relating to economic and social development within a single group. Co-ordination with the different ministries was achieved through the Government planning board or development corporation, together with access to all reports of previous missions or experts relating to different aspects of economic and social development. In all this work, the assistance of the Resident Representatives of the Technical Assistance Board proved most valuable, as did the close co-operation given to ECLA and BTAO by such specialized agencies as FAO, the ILO and UNESCO.

Another aspect of this work was the holding of two seminars on planning techniques, one for Central American officials (Mexico, November/December 1961) and another for high-ranking experts from different countries (Santiago, February 1962) with a view to discussing general problems of economic and social planning.

Under the terms of the OAS/ECLA/IDB tripartite agreement, future Advisory Groups will be organized on a joint basis with the participation of the three organizations and the specialized agencies, with ECLA as the executing agency. It is anticipated that, through the new Institute, ECLA will be able to contribute on a broader scale.

The first such joint group began its activities in Haiti in November 1961, while a second began field work in Uruguay in March 1962. Smaller groups were requested by Peru (where some experts are already working) and by Ecuador, although the experts requested by the latter country do not, strictly speaking, constitute an Advisory Group since the Government has had a well organized national planning department for many years. Requests for advisory groups were also received from Panama, the Central American countries, the Dominican Republic and Paraguay.

ECLA staff and the technical assistance experts assigned to the Advisory Groups lectured at the main Santiago training programme as well as at the intensive courses mentioned and also at similar courses organized during 1961 and 1962 in Brazil, Ecuador, Mexico and Peru; others are scheduled this years in Argentina, Bolivia, Brazil, Paraguay and Uruguay.

The main Santiago programme conducted by the ECLA/BTAO Economic Development Training Programme was re-organized during 1961, to cover four months of general economic development programming, and four months of specialized training in general programming, budget and financing, industrial, transport and public works programming. Forty trainees took the first part of the course (July-November 1961) and twenty more were added for the second part (November 1961 to February 1962). Once the Institute is operating, it will take over the Training Programme, which will be expanded to include other specialized courses and to provide training for a greater number of economists.

Economic and social development

In addition to the operational activities described above, efforts were concentrated on the preparation of papers for the Conference on Education and Economic and Social Development (Santiago, March 1962) sponsored jointly by UNESCO, ECLA, the Bureau of Social Affairs and the OAS, with the participation of the ILO and FAO. The secretariat's contributions dealt with economic development and education in Latin America; a statistical compendium relating to demographic, economic and social aspects of education; manpower structure, education requirements and economic development needs (together with UNESCO); and sociological considerations relating to economic development in Latin America (by arrangement with UNESCO).

Closely related to this work was that done in preparation for the fifth meeting of the Inter-Agency Working Party on Skilled Manpower in Latin America, which was held immediately after the education conference. At the meeting progress was made in the development of a methodology for manpower assessment and training requirements, and plans were drawn up for future collaboration among the agencies concerned with this problem in Latin America (the ILO, UNESCO, FAO, ECLA, the OAS and the Inter-Governmental Committee for European Migration).

At the Committee of the Whole, the Commission expressed the view that the three general economic problems with which Latin America was confronted related to the remedying of its financial situation, monetary stability and the promotion of development. In this connexion, it was pointed out that one of the most important of the secretariat's activities had been the Conference on Tax Administration held at Buenos Aires in October 1961, under the joint auspices of ECLA, the OAS and the IDB and in co-operation with the International Program in Taxation of the Harvard University Law School. This was the first of two conferences being organized under the Joint OAS/ECLA/IDB Tax Programme; the second, which is to deal with fiscal policy, is scheduled for late 1962 or early 1963.

Regional integration

The benefits of the regional approach to problems of integration are becoming increasingly evident in connexion with the Central American programme, where negotiations are currently taking place concerning the first integration industries and such questions as fiscal incentives. In the case of the Latin American Free Trade Association, the ECLA secretariat provided technical advice for the first negotiations, undertaken during the second half of 1961; these brought to light a number of serious problems and the necessity of re-appraising the methods for achieving a common market. A series of basic studies will be required from the secretariat in connexion with these problems. A seminar on trade policy, for senior government officials, is scheduled to take place in the second half of 1962, with a view to exploring the course of future action.

In co-operation with the OAS, work has began on a general study of transport problems in the region, for which the research already carried out in connexion with the Advisory Groups is providing valuable basic data.

The alarming decline in Latin America's share of world trade, the chronic shortage of capital and hence the urgent need for greater co-operation from the industrialized countries and international organizations was emphasized by the Committee of the Whole. In this connexion, the Commission noted the significance of the Latin American countries' current efforts in the direction of solidarity and integration.

As a first step in consideration of the important problem of finding ways and means of expanding trade between Latin America and the rest of the world, and in particular of assessing the effects on Latin American trade of the creation of other integration schemes, ECLA published a short study entitled "Latin America's position in relation to world changes in trade policy" in volume VII, No. 1, of the *Economic Bulletin*.

Industrial development

Although ECLA has always directed an important part of its research towards Latin America's industrial development problems, the approach has recently been modified to meet current industrial development requirements. First of all, regional co-operation is being explored as a possible solution for these problems since it is considered that better results may be obtained from available resources by means of a division of labour within the region. Secondly, an effort has been made to design the secretariat's industrial studies in such a way that their conclusions may tend towards immediate practical steps by governments and private enterprise in order to speed up industrial development in the respective countries. Recent studies on the chemical industry, basic equipment and textiles have therefore included an analysis of the institutional framework of industrialization, industrial promotion policy and other aspects were not usually considered in the traditional approach. For example, the textile studies, which are being prepared successively for each of the member countries of the Latin American Free Trade Association, point out those structural aspects of the industry requiring corrective measures by the government or the industrialists themselves.

Another important development has been the increasingly close relationship with the Division of Industrial Development at United Nations Headquarters. Joint plans are being made for a Seminar on Industrial Programming to be held early in 1963; a planning meeting to review the material to be presented was held at ECLA headquarters at the end of May 1962.

Agriculture

There can be little progress in trade expansion or integration programmes, or in accelerating the rate of growth, without more intensive research into problems of agricultural development. The role of agricultural commodities in the common market needs to be explored in greater depth, with a view to expanding trade in them. This will involve studies on agrarian policy and land reform, investment in agriculture and, indirectly, the entire area covered by agricultural programming, with particular reference to structural problems, productivity, institutional problems, guiding principles for agronomic research, disguised unemployment on the land, and ways and means for raising rural standards of living. This necessitates assistance to governments in the formulation of agricultural policies and studies in depth on the factors which retard or hasten agricultural development. Work on these problems must naturally be undertaken in conjunction with FAO, and some of it will undoubtedly fall within the scope of the new Institute, but this does not lessen the Commission's responsibility for concentrating more resources on research into the economics of agriculture. Because of this need for greater efforts, ECLA has joined with FAO, the OAS, the IDB and the Inter-American Institute for Agricultural Sciences in forming the Inter-American Committee for Agricultural Development (CIDA), which has a twofold responsibility, first to make a number of basic studies on the agricultural situation and secondly, to provide assistance to individual countries, at their request, in the formulation and implementation of their agricultural development and land reform plans.

Energy and water resources

During 1961, efforts were concentrated on preparations for the Latin American Electric Power Seminar (Mexico D.F., August 1961) and subsequently on revisions of the secretariat papers and the final report for printing. A number of recommendations made at the Seminar lead to follow-up work and specialized meetings, some of which are scheduled for late 1962.

Since the rational use of water resources has an important effect on both agricultural and industrial development, the Commission has taken an increasing interest in organizing water resources survey missions, which have so far been conducted on a comprehensive basis in Chile, Ecuador and Venezuela, and on a preliminary basis in Bolivia and Colombia. Requests for comprehensive missions have been received from Argentina and Peru.

Statistics

The need to promote better utilization of statistics has led to the formation of a Statistical Division within ECLA, which combines the functions of the former Statistical Section and the Office of the Regional Statistician. Several seminars have been held or are planned in conjunction with the United Nations Statistical Office and BTAO, to deal with specific statistical problems (national income estimates, Rio de Janeiro, 1959; demographic statistics, Santiago 1959; industrial statistics, Santiago, October 1960; housing statistics and programming, Copenhagen, September 1962; trade statistics, wholesale and retail prices, statistics in social fields, planned for 1963-64). Moreover, teams of statistical advisers, organized sometimes in conjunction with Advisory Groups and sometimes with the co-operation of the United Nations Statistical Office and the Inter-American Statistical Institute, are planned as a means of assisting Governments in bringing about necessary improvements. Two special studies are in progress, dealing respectively with comparative prices and labour costs. Work continues on the compilation of basic statistical series for use within ECLA and other organizations, and the results have now been printed for two successive years as a special statistical supplement to the *Economic Bulletin for Latin America.*

Special attention is being devoted to statistics reflecting social conditions because of the relative backwardness in this area. Priority is being given to the promotion of sample household surveys designed to collect information on a wide range of individual activities and conditions as well as investigations into the complex factors involved in levels of living such as housing, education, consumption patterns, family stability and migration. An active programme of demographic research has also been carried out, with the full and substantive co-operation of the Latin American Demographic Centre. Finally, an important feature has been co-operation with the Latin American Free Trade Association in relation to statistics.

Specialized agencies and other regional commissions

Increasingly close working contacts have been maintained with a number of the specialized agencies, and in particular the ILO, FAO, UNESCO, PASB/WHO and WMO. Moreover, closer relations have been established with the other regional commissions. The concerted action in a number of fields undertaken with the OAS and the IDB has been referred to specifically in several instances. Finally, joint programmes have been developed with the Division of Industrial Development, the Bureau of Social Affairs, the Statistical Office and other sections of the United Nations. The Commission has continued to participate actively in regional technical assistance projects and has been in contact with the Special Fund in connexion with several of its projects.

4. Economic Commission for Africa

The Commission, at its fourth session held in Addis Ababa from 19 February to 3 March 1962, reviewed the current trends and situation in Africa, considered some of the urgent problems facing African countries and adopted the programme of work and priorities for 1962-1963. As at its previous session the Commission again emphasized the need for accelerated economic and social development, giving priority to the development of industry, transport and natural resources and the proper utilization of the continent's human resources. It expressed the hope that with the growth of its African membership the Commission would be enabled more to co-ordinate economic and social activities among its members on a sub-regional or even regional level. It noted with satisfaction the growth of international aid, both multilateral and bilateral, to Africa but pointed out that, important as that aid was, it could only be marginal to the domestic effort required for rapid economic development. The Commission also considered that foreign aid should be accompanied by appropriate trade policies, particularly on the part of the industrialized countries, so that aid might supplement but not replace earnings from international trading activities of the individual countries, and that aid should be geared to over-all development plans of recipient countries.

Development programming

The Commission again emphasized the need for the formulation of comprehensive development plans as the basis for rapid and balanced economic and social development, and decided to establish an African Institute for Economic Development and Planning to provide the kind of training which would be required to produce development planners at various levels for the African countries. The Commission also accepted, in principle, the establishment of an African Development Bank to meet some of the capital needs of the region. It was, however, recognized that further study of the question was necessary before a final decision could be taken.

Commodity prices

The Commission considered the continued adverse trend in primary commodity prices a matter of great concern and discussed the role of ECA in stabilization measures. It was recognized, however, that stabilization measures, even on a global scale, could only be palliative and that the real long-term solution should be sought in rapid economic development, particularly industrialization. It was suggested, nevertheless, that the secretariat should intensify its activities in the field of commodity stabilization and concentrate particularly on the regional aspects of commodity problems and stabilization measures.

Trade

The Commission discussed at length the possible effects of economic groupings on African trade and economic development and requested that the secretariat keep under constant review developments in that area. It was agreed that increased co-operation among African countries was necessary to promote intra-African trade, industrialization and economic development in general.

Industry, transport and natural resources

The Commission emphasized the need for intensifying surveys of natural resources as a basis for industrialization. It also stressed the vital importance of industrialization to the African continent and the necessity of advancing the secretariat's programme in that field, which should be oriented toward the actual development of industry. The need for establishing closer contacts between Governments and the secretariat in implementing the programme was also recognized. The Commission drew attention to the advantages of establishing close co-operation with the Industrial Centre at Headquarters, the Technical Assistance Board and the Special Fund. Where there might be duplication in this field on the part of ECA and the United Nations Headquarters, it was considered that, in accordance with the principle of decentralizing the organization's activities, the work should be delegated to the ECA secretariat. The Commission established a Standing Committee on Industry and Natural Resources.

The Commission also considered that ECA should undertake both sub-regional and regional studies designed to assist African countries to establish co-ordinated transport and communications networks, and adopted a resolution calling for the study and assessment of the technical and economic problems of trans-Saharan transportation.

Food and agriculture

Activities approved by the Commission included the review and analysis of current progress in the field of food and agriculture in Africa, the examination of plans and measures to promote agricultural development and increase productivity, the examination of trade and price relationships of major agriculture products and measures to improve marketing. Collaboration with Governments and agencies providing technical and economic assistance, the examination of economic aspects of particular products and problems in countries or sub-regions such as locust control, the control of infectious diseases of live-stock, fisheries, forest resources and timber requirements also received attention. Close collaboration was maintained with FAO through the ECA/FAO Joint Agriculture Division on these and other projects of mutual interest, including the uses of food surpluses for development.

Social and community development

The Commission again stressed the importance of community development in the economic development of African countries, particularly in rural development plans and recommended that the objective of social welfare programmes should be balanced economic and social development, which gave equal emphasis to rural and urban development. The Commission also discussed housing problems in Africa and agreed that there was urgent need to study these problems in view of their importance to both economic development and social progress. It considered that social development plans should give an important place to the long-term development of the building industry and that building undertaken under community development programmes should be only one aspect of better housing. It decided to convene a meeting of African housing experts to make recommendations on the establishment of a long-term programme of work in the field of training, building and town planning and on permanent machinery under ECA to implement the programme.

Statistics

The Commission commended the recommendations of the Second Conference of African Statisticians to its members and associate members and requested the Executive Secretary to take the necessary steps to give effect to them. It recognized statistics as prerequisite to development planning. The Commission also recognized the importance of the training facilities in statistics organized under the auspices or with the co-operation of the Commission and considered that expansion of those facilities was desirable.

Training

The Commission emphasized the importance of training and while commending the Executive Secretary for the training facilities so far established, recommended that they should be further expanded and that all African countries should co-operate with the secretariat in this respect.

Decentralization

The Commission stressed the desirability of decentralizing the activities of the United Nations in the economic and social fields and considered that this implied the transfer of substantive and operational activities to the regional economic commissions; the simplification of procedures and administrative processes and the strengthening of both the budgetary and personnel resources of the commissions.

The Commission also decided to establish two subregional offices—one for western Africa to be located at Niamey, Niger and another for northern Africa. The possibility of establishing additional sub-regional offices at a later stage was also discussed.

The Commission established a Standing Committee on Staff Recruitment and Training to assist the Executive Secretary in recruiting staff for the secretariat and in establishing and implementing a long-range programme of Africanization.

The ECA secretariat provided advisory service for various African countries and helped in drawing up technical assistance programmes. Research activities increased in scope. Some twenty technical meetings were serviced by the secretariat in the year under review covering a wide variety of subjects, including agriculture and food, community development, economic and social development and planning, statistics, social welfare, trade and transport.

C. TECHNICAL ASSISTANCE ACTIVITIES

1. Expanded Programme of Technical Assistance for Economic Development

(*a*) OPERATIONS

The 1961-1962 programme

In accordance with resolution 735 (XXVIII) of the Economic and Social Council, the programme for 1961-1962 was planned and approved by TAC as a two-year unit, the estimated costs for the field programme totalling $70.98 million. This total included $9 million for a supplementary programme of assistance to the newly independent and emerging countries in Africa which could be planned only in broad outline during 1960, the further details to be worked out with the Governments during the course of the operating period.

The annual report of the Technical Assistance Board for 1961, an interim report on the implementation of the two-year programme, showed total field programme expenditures of $31.28 million, including $1.3 million in final allocations from the Working Capital and Reserve Fund for projects financed under the contingency authority of the Executive Chairman of the Board. The fact that this total, although 12.2 per cent higher than the figure for 1960, is rather less than half of the estimated two-year costs may be ascribed mainly to an essential feature of two-year programming: those projects which were delayed in 1961 could be carried over or intensified during 1962, since funds need not be turned back at the end of the first year. The indications are that programme implementation is accelerating appreciably during 1962, especially in Africa, where the planning of new programmes continued well into the biennium.

During 1961, assistance was given to 113 countries and territories, with an additional 15 participating in regional projects. Experts from 77 countries carried out 2,381 assignments in 110 countries. Fellowships awarded to 2,029 nationals of 115 countries provided for study-programmes in 74 countries. The $3.75 million cost of equipment and supplies during 1961 was considerably higher than in the preceding year, largely because of a Board decision to obligate the cost of all equipment when ordered, whether or not delivery was to be made during the current year. The widely multilateral character of the programme is again illustrated in the figures just cited on the number of countries which made their technical advisers available for service abroad and which arranged training programmes for holders of Expanded Programme fellowships. Chile, for example, contributed 48 experts while receiving 63, India contributed 113 experts while receiving 135, and the United Arab Republic contributed 45 experts while receiving 68.

Despite the delays entailed in the planning and implementation of the supplementary programmes in a number of the African countries, the share of Africa in the total field programme increased by about 5 per cent during the first year of the biennium, while the actual expenditures in Africa represented an increase of more than 47 per cent over those of the previous year. With the increasing tempo of assistance in the region it is expected that the completion of the two-year programme will bring a further significant rise in both relative and absolute terms. Assistance to the Congo (Leopoldville), which comes under a different programme, is not included in the above and is discussed separately in this report (see chapter I).

Contingency authorizations

The ceiling for contingency authorizations by the Executive Chairman during 1961 was set at $3,060,000, or 7.5 per cent of the estimated resources, the level to which this limit had been raised by TAC for 1961. In November 1961 the Committee, while setting the ceiling for 1962 at the same percentage level, also decided that any contigency funds unused during 1961 could be carried over for use during 1962. This exceptional measure was taken because of the fact that under two-year programming the costs of continuing, in 1962, contingency projects initially authorized during 1961 had again to be met from contingency funds instead of being absorbed into the normal country programme, as would have been the case with annual programming. In 1961, for example, the sum of $121,000 was allocated by the Executive Chairman for assistance to Cambodia in combating a virulent outbreak of rinderpest among buffaloes, while a similar amount is required in 1962 to meet the continuing costs of this campaign. Similarly, additional projects in the field of education were approved for a number of African countries in 1961, but the greater part of their cost will fall due in 1962.

Programming procedures

In accordance with decisions by TAC during its 1961 summer session, the experiment in two-year programming is being continued for 1963-1964, with an important further modification in the introduction of project programming. Projects for assistance expected by Governments to continue beyond two years are to be prepared for their entire duration and will be approved by TAC for initial periods up to four years, although funds will continue to be allocated annually. Separate planning shares and target sub-totals for the various Participating Organizations have been eliminated in the preparation of the 1963-1964 programme and the proportion of resources set aside for regional projects has been increased from 12 to 16 per cent. While the first year's experience of two-year programming tends to confirm the expectation of advantages in terms of increased flexibility in the implementation of projects, a balanced evaluation must await the completion of the first full cycle at the end of 1962.

(*b*) FINANCES

Pledges and payments

Ninety-one Governments pledged to the Expanded Programme in 1961 amounts equivalent to $41,566,044, representing an increase of $7.7 million over the pledges for 1960 and $12.1 million over the comparable figure for 1959. Both the number of contributors and the amount pledged in 1961 were the highest since the inception of the Expanded Programme. Forty-five Governments representing almost half of the contributors increased their contributions for 1961 over 1960 in proportions ranging from less than 5 per cent to more than 100 per cent. Local cost payments and host Governments' payments towards TAB field office operating expenses received in 1961 totalled $3 million and generated matching payments of $2 million from the largest contributor.

The payments received in 1961 against the total 1961 pledges reached a high point for the Programme of $33,277,191, or 80.1 per cent, but this was proportionately less than the corresponding percentage for the previous year of 89.1 per cent. In addition, payments during 1961 of contributions outstanding for 1960 and prior years amounted to $2,846,443. Delays in the payment of pledges reduced the funds available to the Executive Chairman to support earmarkings to Participating Organizations and required reliance on the Working Capital and Reserve Fund.

Revenues from local costs assessments

Under resolution 787 (XXX), the Economic and Social Council adopted a new scheme to become fully effective in 1963, which provided that the Governments' contribution towards local costs should be calculated on the basis of a uniform percentage, i.e., 12.5 per cent, of the total cost of expert services furnished to them. Under the interim arrangements for 1961, the final local costs assessments for 1961 amounted to $2,159,534. Payments towards those assessments amounted to $2,127,888 at 31 March 1962.

Under the interim arrangements for 1962, the initial local costs assessments amount to the equivalent of $2,520,574 payable in national currencies.

Utilization of resources

The arrangements for the management of currency resources of the Expanded Programme which became effective with the programme period beginning 1 January 1960 were continued in 1961 with no major modifications. As a result of continuous and careful review by the Board of the currency utilization situation, substantial progress was made in 1961 in using, and thus reducing the available balances in, some of the more difficult currencies with which the Board was particularly concerned. In response to the Executive Chairman's appeal for full or partial convertibility of their contributions, forty-two countries made their contributions fully convertible in 1961 and twelve countries gave partial convertibility ranging from 10 to 50 per cent.

(*c*) ADMINISTRATION

The expansion of the assistance rendered to Governments and the Participating Organizations through the TAB field establishment continued in 1961. The growth of the Joint TAB/Special Fund field establishment both in terms of number of offices and scope of responsibilities is being carried further in 1962. These trends respond to and reflect the views of the Economic and Social Council, as expressed in resolution 856 (XXXII).

Eight new offices in newly independent countries were established in 1961, bringing the number of field offices, including sub-offices, liaison offices, correspondents and the like, to fifty-nine. The estimated budget for 1962 provides for further expansion of field coverage of Expanded Programme and Special Fund activities through the establishment of eight additional offices and six correspondents.

A major factor in the expansion of the field network has been the growth of Special Fund activities in the field. The costs of field establishments are borne by the budget of the TAB secretariat, but the Special Fund pays a subvention towards the total costs, in an amount which approximates the additional identifiable costs incurred in respect of the Fund. The gross cost of field offices in 1961 was $2,397,657 and is estimated at $3,477,700 for 1962. The Special Fund payments towards these costs were $410,000 (17.1 per cent) for 1961 and $711,200 (22.2 per cent) for 1962.

The field offices have continued to serve other United Nations programmes in a wide range of activities, and the increasingly close co-operation between TAB/Special Fund offices and the United Nations Information Centres, as well as other field establishments of the United Nations and its related agencies continues.

The co-ordination of EPTA programmes with other United Nations programmes of technical co-operation at Headquarters and in the field is under study by an *ad hoc* committee established by the Economic and Social Council in resolution 851 (XXXII). The Committee's report will be submitted to the Economic and Social Council in July 1962.

Efforts to ensure the continuing close co-ordination of EPTA and Special Fund programmes at all levels continues to produce satisfactory results. In this connexion, mention should be made of the joint regional meetings with Resident Representatives attended by the Executive Chairman and the Managing Director or a senior representative. Such meetings were held in Santiago, Chile, in November 1961 and in Bangkok, Addis Ababa and Athens in the first quarter of 1962. In response to the TAC resolution of July 1961 on consultation with regional economic commissions, the Executive Secretaries of the commissions and their senior staff participated in the meetings held in Santiago, Bangkok and Addis Ababa at which the Participating Organizations and UNICEF were also represented.

2. United Nations programmes of technical assistance

The volume of aid to the developing nations provided by the projects handled by the United Nations Bureau of Technical Assistance Operations increased during 1961 by $2 million or roughly 20 per cent compared with 1960 and the programmes financed from all sources of funds amounted to $12.1 million. Of this, the regular programme accounted for $3.5 million as against $2.3 million in the preceding year. In accordance with the General Assembly resolution recommending more aid to the newly independent and emerging countries, high priority was given to Africa, whose share of $1.4 million under the regular programmes in 1961 was three times as great as in 1960, and this necessitated some rearrangement of existing programmes. The United Nations share of the Expanded Programme in 1961 remained at about $6.2 million, the previous year's level. This was primarily due to the fact that the preparatory work involved in the first year of the programming biennium somewhat reduced the rate at which projects could be implemented. In 1962, however, the rate of implementation of all the technical assistance programmes was greatly stepped up and by the end of April expenditures and obligations under General Assembly resolutions 200 (III) and 418 (V), for example, had reached the level of comparable expenditures in September and August 1961. The obligations incurred under the Expanded Programme at the end of April 1962 were comparable to the level attained by the end of June 1961.

Altogether 1,032 experts from eighty-four countries were engaged in technical assistance projects implemented by the United Nations during 1961 and 1,107 fellowships were awarded in the same period.

Although the greatest increase in technical assistance activity occurred in Africa, where the relevant figures are $1.2 million in 1960 and $2.5 million in 1961, the level of implementation also rose in Asia and the Far East (from $4 million in 1960 to $4.4 million in 1961) and in the Americas (from $3 million in 1960 to $3.5 million in 1961). In the case of Europe and the Middle East, there was a slight decline during the same period.

The data by field of activity indicate that there has been a major increase in work on natural resources development and statistics; industrial development and economic planning and programming activities increased by about 10 per cent and some rise in social activities was also noted. A decrease in transport and communications work reflected the phasing out of the various projects. Special attention was given to training activities and, wherever feasible, the experts trained not only their counterpart officials, but also larger groups. Much headway has been made in developing integrated projects covering a wide range of activities such as economic surveys and programming, industrial development and productivity and general economic and advisory services. No longer are these various fields treated separately nor is technical assistance concentrated mainly on the provision of expert advice and fellowships, especially on the technical aspects of a particular industry. Instead, the emphasis recently has been on general economic survey missions, general surveys of industrial development possibilities, and comprehensive recommendations for the development of specific industries and the needed institutional support. One of the major concerns of the general economic survey missions has been the theoretical underpinning of development plans and this many-sided approach has been found extremely valuable. In-service training programmes in ECLA, ECAFE and ECA have helped to develop the professional skills needed for an integrated approach to planning problems and senior experts are advising a number of countries on the formulation of economic policy and the co-ordination of development programmes. It is interesting to note that many of these experts are asked for primarily to promote industrial development. Efforts have also been made to assist existing and projected technological institutes and industrial estates.

Owing to the limited resources available, however, a rigid selection had to made among the various requests and priority was given to organizing integrated team missions to carry out industrial surveys and make recommendations which could be acted on without any loss of time.

Advice on budgeting, taxation and finance (banking, insurance and career facilities) was given to more than twenty-five countries and territories by some fifty experts from twenty different countries, eight of which are themselves developing nations. In Bolivia, tax experts have assisted in the codification of the tax system and reorganization of the tax administration. Advice on indirect taxation and on the creation of a fiscal and financial research unit in the budget bureau has been provided to Chile. Other countries and territories which received United Nations technical assistance during 1961 in the improvement of their tax structures and administration included Cameroon, Ethiopia, Nepal, Togo, Venezuela and British Guiana. Progress has been made in increasing the efficacy of the tax system based on a comprehensive system of up-to-date land valuation in Ghana and Jamaica.

As a first step towards the regional harmonization of tax measures, the Governments parties to the Central American General Economic Integration Treaty sought advice from the United Nations on the unification of their national industrial tax incentive laws. On the basis of the expert's recommendations and with his assistance, a treaty establishing a uniform scheme was negotiated in 1961 by the Governments. A seminar on the administration of the scheme was held for government officials of the countries concerned in January 1962 at the Escuela Superior de Administración Pública para América Central.

The number of experts in the natural resources sector nearly doubled between 1959 and 1961. An interesting trend has been the development of assistance not only to fill specialized needs, as in the past, but also to strengthen basic services. For example, in cartography, United Nations experts assisted the Governments of the Congo (Brazzaville), Mali and Somalia in the organization and development of cartographic services with a view to developing self-sufficient agencies capable of carrying out regular standard mapping programmes and specific surveying projects proposed in the development plans. Special attention was paid during the year under review to the introduction of new techniques, such as air photography, photo-interpretation and other air-borne surveyings. Surveys and studies for integrated river basin development evoked considerable interest. Reconnaissance surveys to aid multi-purpose development were initiated with United Nations assistance in the Chindwin Basin, Burma. A start was made in the comprehensive preliminary pre-investment survey of the multi-purpose capabilities of the Karnali Basin in Nepal. An important component of this as of some other projects has been the special attention given to the training of local personnel to enable them to make an effective contribution not only to current but also to future development. Such training has been supplemented, for example, by a regional symposium on dams and reservoirs held in Tokyo in September 1961. International river basins in Africa have also evoked interest. Advice on mining legislation, assistance for planning pre-investment activities, evaluation of specific deposits and the establishment of laboratories and institutes were the main activities in geology and mining. The pre-investment operations in Afghanistan, Burma, Iran and Madagascar have laid the foundations for larger projects. Specific deposits were evaluated in Iran, Niger and the Upper Volta, and special laboratories were set up in Burma and the Ivory Coast. Some of the geological assistance was directed towards the exploration for mineral fuels, such as coal in the Philippines and petroleum in many countries. There was an increasing number of requests for petroleum experts to advise on petroleum geology, exploration and reservoir engineering, as well as legislation and accounting.

Perhaps more significant in the energy field, however, were the efforts made towards strengthening key administrators and emphasizing systematic energy resource development planning in the light of basic surveys of energy needs and resources. An example of this approach was in Inter-Regional Seminar on Techniques of Petroleum Development held at Headquarters in January-February 1962.

In the transport field, requests were received not only for assistance with technical problems, but also for transport economists to advise on transport policy and programming. Indicative of the emphasis placed on planning was the appointment of a regional transport adviser in ECAFE. Co-ordination among neighbouring countries, as in the case of the Central American Highway Programme and the Asian Highway Project, has been a principal feature of United Nations technical co-operation activities. United Nations transport experts have also advised on road construction standards in Iran, on a network of primary roads in Saudi Arabia, port layout and operating conditions in the United Arab Republic, docking and storage facilities in Costa Rica, port legislation and organization in El Salvador, and the implementation of a uniform system for maritime buoyage in Central America. Additional activities in this field have been the co-operation with the South Pacific Commission since July 1960 in the Regional Training Course in Boat-building Repairs, and Engine Maintenance in the British Solomon Islands Protectorate.

In the field of statistics there were several major developments. In 1961 115 statisticians in all agencies were serving in forty-five countries for a total of seventy-six man-years. Of these the United Nations technical co-operation programmes accounted for thirty-four man-years. Regional statistical advisers were attached to the regional economic commissions. Six statistical advisers served in ECA during the year under review and stimulated a great deal of interest in the development of statistics in Africa. National sample survey organizations were developed by a number of countries with assistance from the United Nations. In rendering advisory services to the Governments of Member States, the Statistical Office of the United Nations has maintained close co-operation with the specialized agencies.

In Africa in 1961, two statistical training centres, which offer nine-month courses for "middle-level" (sub-professional) statisticians, were opened in Addis Ababa (Ethiopia) and in Achimota (Ghana) by the respective Governments, and work began on a third, which opened early in 1962 at Yaoundé (Cameroon); a centre with a two-year course at the university level was opened by the Government of Morocco at Rabat; and statistical training organs were opened by the Governments in the Ivory Coast and in Senegal.

At the above centres a total of eighty-seven participants were being trained at the end of 1961; this number rose to 107 in early 1962. Sixty-four United Nations fellowship awards have been made to participants from sixteen countries for training at the centres within Africa.

Two group study tours took place in 1961, principally to observe field operations, and thirty-eight participants from sixteen countries participated. Special training courses were also organized in 1961, including a three-month Training Course in Population Census Techniques, sponsored by the Government of Ghana and the United Nations.

Work proceeded in 1961 in Asia for the establishment of a training centre in 1962 for those responsible for statistical training at the national level. In Latin America, training in statistics has been largely the work of the Inter-American Statistical Institute of the Organization of American States, with whose work the United Nations is closely associated. A new institution replacing two former schools was opened in Santiago, Chile, in March 1962; it is known as the Centro Interamericano de Enseñanza de Estadística.

Two seminars in statistics were held in 1961: one on industrial statistics in Asia and the Far East, which thirty participants from nineteen countries attended; and one on external trade statistics in Africa, which was attended by thirty participants from twenty-two countries.

Fifty-nine statisticians were provided by the United Nations to twenty-five countries in 1961, that is, twenty-seven experts in statistical organization and administration, fifteen in economic statistics, three in national income, and fourteen in demographic statistics.

In the social field, there was a demand for assistance in developing specific housing and social services, in urban and regional planning, and in comprehensive community development programmes. A major feature of technical assistance in housing and building during 1961 was the emphasis on regional projects to reduce housing costs both by fundamental research and by the development of self-help and mutual aid methods, utilizing non-monetized resources in labour and materials. The interregional seminar on building research in developing countries held in Copenhagen was an important contribution to the development of better organization and programming of building research with a view to improving the efficiency of the building and building materials industries in developing countries. Two housing missions to survey self-help techniques were carried out in South-East Asia and in Africa. A Workshop on Low-cost Housing and Community facilities within the community development programmes in Africa was held in Tunis, and a series of practical recommendations for the expansion of low-cost rural and urban housing with maximum participation by the population resulted from this workshop. Another project was the pilot self-help project in Somalia, which was financed with private funds donated to the United Nations. When completed the houses will be re-financed by the Somali Government and the funds released for another pilot project.

A significant trend in the assistance given in the field of physical planning has been the team approach in connexion with metropolitan planning and regional planning. In Nigeria, a team of United Nations specialists is being provided to assist the Government in formulating a comprehensive policy and an outline plan for the development of Lagos, the country's Federal Capital. In Turkey, a team of experts has been assigned to assist in the preparation of regional plans for the Marmara and Antalia regions. In Ghana, a team of experts has been provided to assist the Government with the establishment of a national physical plan for the country, which will co-ordinate the different projects under the Government's economic development plan for the improvement of the living conditions of the urban and rural populations.

The team approach was also noted in the requests for assistance in community development. For example, a team of four experts in over-all training, village organizations, and activities of women and youth went to Afghanistan; three experts in urban community development and women's activities went to Pakistan; and two experts in community development planning with emphasis on training and women's activities went to Colombia. Governments are giving close attention to demographic questions in their development plans. In Colombia an expert is assisting the Government in developing and implementing a programme of demographic analysis and research.

The fifth training programme for African economists, conducted in both English and French, began on 18 September 1961 and finished on 3 March 1962. The participants, who were government officials selected, in collaboration with ECA, from among candidates nominated by their Governments, numbered eighteen. The distribution according to countries was as follows: two each from Ethiopia, Madagascar, Mali and Syria, and one each from Cameroon, the Central African Republic, Ghana, Libya, Morocco, Nigeria, the Sudan, Togo, Tunisia and the United Arab Republic. The aim of the programme is to assist African Governments in creating a nucleus of trained economists for the civil service, especially for work in the field of economic development. The curriculum consists of the study of national economic planning and related fields, international economic problems, and the related functions of the United Nations and its various organs. The fifth programme included visits to Mexico and Yugoslavia, which represented countries in the process of economic development; briefings and consultations with governmental agencies in London, Paris, Washington and Knoxville, Tennessee; and briefings in Geneva by officials of ECE, the ILO, WHO and GATT.

An important development in recent years has been the growing participation in technical assistance operational activities of the substantive staff at Headquarters and in the regional secretariats. Arrangements were made to transfer responsibility to the field for those regional projects which could be more appropriately handled by the commissions. It has been noted that technical co-operation activities have increasingly been integrated with national development plans.

D. SPECIAL FUND ACTIVITIES

1. The Special Fund

The activities of the Special Fund continued to grow considerably in scope during the period under review. For 1962 Governments had pledged the equivalent of

$58.7 million as at 31 May 1962, which meant an increase of $11.7 million over the total pledges for 1961. Eighty-nine new projects were approved by the Governing Council bringing the total programme to $497 million, involving Special Fund earmarkings of $210.2 million and counterpart contributions by recipient Governments of $286.8 million.

(*a*) THE DEVELOPMENT OF THE PROGRAMME

In accordance with the policy decisions of the Governing Council, the activities of the Special Fund included assistance in the following fields: surveys and feasibility studies, applied research, training and technical education, as well as assistance in the field of economic development programming.

At its seventh session, in January 1962, the Governing Council generally supported the Managing Director's suggestion that projects relating to pre-investment aspects of industrial estates should be included in future programmes. It also endorsed his suggestion that consideration should be given to the possible inclusion in future programmes of surveys relating to the opening up of promising but relatively remote virgin areas. The Governing Council approved forty-eight new projects recommended by the Managing Director. The cost totalled $110.5 million, calling for earmarkings by the Special Fund of $42.8 million and counterpart contributions of $67.7 million by recipient Governments.

At its eighth session in May 1962, the Council approved a further forty-one projects with a total cost of $82.2 million. For these, Special Fund earmarkings were authorized amounting to $36.9 million and recipient Governments undertook to contribute $45.3 million. This brought the authorized Special Fund earmarkings for the programmes approved at the Council's second to eighth sessions to $210.2 million for 246 projects; taking into account the Governments' counterpart contribution to these 246 projects, the total project cost, as mentioned above, amounts to $497.0 million.

The 246 projects approved to date included 99 for technical education and training, accounting for 43.6 per cent of the total earmarkings made; 98 for resource surveys, accounting for 33.6 per cent; 46 for applied research, accounting for 20.5 per cent; and 3 for planning for economic development, accounting for 2.3 per cent.

Of the total Special Fund earmarkings of $210.2 million, $54.3 million was for assistance to African countries (sixty-five projects), $60.1 million for the Americas (seventy projects), $62.7 million for Asia and the Far East (seventy-one projects), $6.2 million for Europe (nine projects), $23.0 million for the Middle East (thirty projects) and $3.9 million for an interregional project (Desert Locust Survey).

In accordance with General Assembly resolution 1240 (XIII), part B, paragraph 35, the Managing Director conferred with the Consultative Board in preparing his programme recommendations. He obtained the co-operation of the United Nations, the specialized agencies and IAEA, which as executing agencies carry a major responsibility for the implementation of approved programmes. The United Nations was designated as executing agency for thirty-seven projects, for which $33.7 million was earmarked; the ILO for thirty-five projects ($28.8 million); FAO for ninety-six projects ($76.1 million); UNESCO for forty-two projects ($45.9 million); WHO for three projects ($1.3 million); IBRD for twelve projects ($7.4 million); ICAO for seven projects ($8.2 million); ITU for seven projects ($5.4 million); WMO for six projects ($3.0 million); and IAEA for one project ($546,400).

At its seventh session the Governing Council considered a note by the Managing Director drawing its attention to the resolutions adopted by the United Nations and its related agencies during 1961 which made direct reference to the Special Fund in their operative paragraphs. Subsequently, it requested the Managing Director to prepare two notes which it considered at the eighth session.

The first, prepared in pursuance to General Assembly resolution 1715 (XVI), concerned the desirability of establishing a service to provide information to developing countries about existing sources of development capital and assistance. The Council requested the Managing Director, in consultation with the Secretary-General and the heads of international financial agencies, to continue his study of the questions related to the need for and provision of such services and to submit a further report to the Council at its next session.

The second note contained a factual report concerning the possible association with Special Fund assistance of bilateral and other multilateral assistance under General Assembly resolution 1240 (XIII). The Council took note of this report and requested the Managing Director to include in his annual report to the Governing Council a progress report on the extent to which the Special Fund assistance had been associated with, or complemented by, assistance from other sources, particularly on the investment follow-up of feasibility study projects completed with Special Fund assistance.

(*b*) FINANCES

Contributions pledged to the Special Fund for 1961 by eighty-six Governments totalled $47.0 million; as at 31 May 1962, payments amounting to $42.6 million had been received. For the year 1962, contributions pledged by eighty-six Governments amounted to the equivalent of $58.7 million as at 31 May 1962. The General Assembly in its resolution 1715 (XVI) *inter alia* called upon States Members of the United Nations and its related agencies to review their contributions to the Special Fund and the Expanded Programme of Technical Assistance, so that their combined budgets would reach the target of $150 million in 1962.

After consideration of a report of the Managing Director on questions of financial policy, containing a number of recommendations with regard to the policy to follow in respect of earmarkings and allocations, the Governing Council at its seventh session decided to establish an informal working group to undertake a thorough review of financial policy and report to it not later than January 1963. It also approved the Managing Director's recommendations contained in the above report, pending examination by the Council of the financial policy to be recommended by the informal working group.

At the same session the Governing Council approved the administrative budget estimates for 1962, totalling $1,736,900, and took note of the audit reports submitted for its consideration.

At its eighth session the Council approved the revised text of article 23 of the provisional Financial Regulations.

(c) IMPLEMENTATION OF APPROVED PROJECTS

As at 31 May 1962 Plans of Operation governing the execution of 139 projects had been signed. Once a Plan of Operation is signed, official authorization for the commencement of its execution is given by the Managing Director as soon as the requirements for starting the project have been met, a controlling requirement being payment by the Government of the first instalment of its cash obligation to the Special Fund towards local costs.

The Managing Director had authorized the start of operations on 132 projects in over 50 countries as at 31 May 1962; of these 32 were in Africa, 38 in the Americas, 38 in Asia and the Far East, 6 in Europe, 17 in the Middle East, and one an interregional project (Desert Locust Survey).

Over 400 international experts from thirty-eight countries were serving in these projects and the number of technical and administrative personnel supplied by recipient Governments had risen above 1,800. Orders had been placed for over $7 million worth of equipment supplied by the Special Fund and a sizable amount of that equipment was already being put to good use in the field.

During the period under review two Special Fund projects were successfully completed, one the Niger River Dam Survey in Nigeria and the second a transport study in Argentina. In addition, the first of the four studies of tributaries in the Lower Mekong River Basin, that for the Nam Pong multi-purpose development project in Thailand, was completed.

2. United Nations execution of Special Fund projects

At the sessions of the Governing Council of the Special Fund held in January and May 1962, fourteen additional projects were approved for execution by the United Nations. This brought the number of approved projects to thirty-seven, with a total cost of approximately $62 million, about one-half of which is contributed by the Special Fund and the remainder by the Governments concerned.

The negotiation of Plans of Operation for thirteen projects was concluded with the requesting Governments, bringing the number of signed Plans of Operation to 24. Plans were signed with the Governments of Colombia, Ghana, the United Kingdom (Colony of North Borneo); the Mekong Committee for the project to be undertaken in Laos and Thailand; the Governments of Bolivia, Burma, Jordan, India, Israel, Nepal, Indonesia and the United Kingdom (British Guiana); and for the Latin American Institute for Economic Development and Planning, representing the Governments of Latin America. Field work was completed on two projects, the Aerial Geophysical Survey in Uganda and the China Hydraulic Development Projects.

Fifteen of the projects under execution—in Bolivia, Brazil, Burma, Chile, India, Iran, Mexico, Pakistan, the Philippines, Somalia, the United Kingdom (British Guiana, Colony of North Borneo and Uganda), the Republic of Viet-Nam and the Lower Mekong River Basin—relate to geological and mineral investigations and are designed to provide information on the potentialities of such resources with a view to attracting investment capital for their development. The ten projects concerned with development of water resources include Burma, China, Ecuador, India, Jordan, Lebanon, Nepal and the Lower Mekong River Basin. In Burma, Cyprus and Togo, the projects under execution comprise combined mineral and groundwater surveys. The five projects in the industrial development field are the Central American Research Institute for Industry, the Israel Silicate Institute, the Indonesia Building Materials Development Laboratory, the Colombia Institute for Technological Research and the Paraguay Technological and Standards Institute. Two projects relating to the provision of advisory services in economic programming and planning are the Latin American Institute for Economic Development and Planning and the Indonesia Statistical Research Centre. One project is for the establishment of an Institute of Public Administration in Accra to provide civil service training in Ghana.

Five of the projects being executed are regional: one project provides assistance to the Central American Research Institute for Industry, a regional agency of the Governments of El Salvador, Nicaragua, Costa Rica, Honduras and Guatemala, in order to permit that organization to expands its research services to government and industry in Central America for industrial and resource development. Three projects provide assistance to the Committee for Co-ordination of Investigations of the Lower Mekong Basin, on which Cambodia, Laos, Thailand and Viet-Nam are represented. They cover a survey of hydro sites on four tributaries, a hydrographic survey of the main river and mineral surveys in Laos and Thailand. One project, executed through the Economic Commission for Latin America, the Latin American Institute for Economic Development and Planning, provides training and advisory services to Governments of Latin America.

E. QUESTIONS OF CO-ORDINATION AND RELATIONS WITH SPECIALIZED AGENCIES AND THE INTERNATIONAL ATOMIC ENERGY AGENCY

As in the past, much consultation and co-operation on economic and social programmes as well as on matters relating to administration and public information, both between the secretariats of the United Nations and individual agencies, and on an inter-agency basis, has taken place within the framework of the Administrative Committee on Co-ordination.

Among the more important developments in co-operation between the United Nations and individual agencies, particular mention must be made of the development of the joint United Nations/FAO World Food Programme, and of the joint meeting of the CICT and the CCP of FAO which considered the following questions: the prospective production of and demand for primary commodities; national marketing boards and price stabilization funds; and the application to individual commodities of possible international compensatory financing measures. The arrangements for closer co-operation between IDA and the United Nations in respect of pre-investment and technical assistance work, and between the United Nations and the ILO on work relating to industrial development, should also be noted.

At its meeting in October 1961, the Administrative Committee on Co-ordination issued a statement paying a tribute to the late Secretary-General and to the vital part his personal leadership had played in building up the system of consultation and co-operation within the United Nations family. The Committee pledged their full co-operation with the future executive head of the United Nations and the continuation and consolidation of that tradition. In May 1962 the Committee met for the first time under the chairmanship of the Acting Secretary-General and confirmed this pledge of full co-operation with him "in pursuit of the ever-growing unity and effectiveness of the United Nations family". The sessions of the Committee were attended by the executive heads of the specialized agencies and IAEA in person, together with the Managing Director of the Special Fund, the Executive Chairman of the Technical Assistance Board and the heads of various operating agencies of the United Nations.

The Committee gave special attention to questions relating to the consolidation of United Nations action in the field, the further development of an integrated United Nations education and training programme, and United Nations programmes for the strengthening of public administration.

As regards consolidation of United Nations action in the field, the ACC, pursuant to a request of the Economic and Social Council, drew up a set of principles concerning the role of the resident representatives, which were communicated to the *Ad Hoc* Committee of Eight and to the Advisory Committee on Administrative and Budgetary Questions. It discussed and reached a consensus on other major issues before the *Ad Hoc* Committee and while unable because of the time schedule to comment on that Committee's proposals, it expressed hope that it would be afforded an opportunity to comment on the proposals before definitive action was taken on them. On one aspect of co-ordination in the field, namely the organization of broad survey missions, a study was made of such missions currently planned or recently undertaken by the United Nations family, and steps were taken to reduce the possibility of undesirable overlapping or duplication in this regard and particularly in the collection of data from Governments for use as a basis for the planning of assistance programmes.

As regards education and training, the ACC noted considerable progress in inter-agency co-operation in both the planning and execution of projects of the United Nations family during the year. On many issues of policy and administration affecting international education and training programmes, solutions were worked out in common or the way was cleared for joint or co-ordinated action. Further steps were taken towards a concerted programme in Africa and a first approach was made towards a similar programme in Latin America. The Committee is shortly to examine the possibilities of a concerted approach to assisting the development of education and training in Asia.

The fundamental importance of solid administrative structures as a prerequisite of economic and social development has on many occasions been stressed by the Committee. A review of the public administration aspects of programmes of the United Nations, together with recommendations to the Council, was completed after numerous consultations between the representatives of the specialized agencies and consultants appointed by the Secretary-General.

Other matters engaging the special attention of ACC during the year, and on which new measures were agreed, included co-ordination of work on water resources development, and various administrative questions such as the recruitment of field experts and the conditions governing the use of volunteer field workers.

The most important new task affecting the agencies as well as the United Nations was, however, the preparation, in virtue of General Assembly resolution 1710 (XVI) on the United Nations Development Decade, of the Secretary-General's proposals for "the intensification of action in the fields of economic and social development by the United Nations system of organizations". The machinery of the ACC was used for consultation between the Secretary-General and the heads of agencies concerning these draft proposals. The ACC has indicated that it proposes "to follow closely, and to report to the Council from time to time on, the manner in which the objectives of the Decade are being pursued through international co-operation and the extent to which this action is proving effective in accelerating progress towards self-sustaining economic growth and social advancement in the developing countries".

F. UNITED NATIONS CHILDREN'S FUND

The UNICEF Executive Board, when it met in June 1962, was encouraged by the general circumstances in which UNICEF would be able to deploy its resources for the benefit of children and youth during the course of the next decade. The developing countries were substantially increasing the resources devoted to national plans for economic and social progress, and there were good prospects of a considerable expansion in the flow of international resources to help them. Self-sustaining national development depended in large part upon the quality of the coming generations, particularly their capacity for productive work, their adaptability to the new forms of community life required by industrialization, and the number of leaders they would produce for the extension of the development process. It was, therefore, necessary to ensure that in national development planning and in the regular work of ministries such as those of health, education, agriculture (in relation to nutrition), social welfare, community development, housing and labour, due attention should be given to preparing children and youth for life.

At its June 1962 session the UNICEF Executive Board devoted its attention mainly to the subject of planning for children in national development. It noted that many of the needs of children and youth cut across the boundaries of ministries and professions. Moreover, in many countries there were a number of independent services, both governmental and private, affecting the child, which required a measure of joint planning to prevent duplication and ensure the most effective mobilization of resources. The Board therefore believed that planning by ministry, function, or sector—which was the basic procedure in development planning—needed to be supplemented by a review of the effect of the total effort on the development of the child during the various stages of his life from infancy until the time of his entry into useful employment. The Board also reviewed UNICEF action in relation to the Development Decade.

One of the main tasks before UNICEF in the 1960's was to help countries in the training of staff for all the various fields of national and local services relating to the welfare of children and youth, and for all levels of work—planning, directing, teaching, professional and auxiliary. While UNICEF aid for training had been increasing—amounting to 17 per cent of all allocations for long-range aid in 1961—the Board believed that this proportion could well be further increased.

The Board recognized that internationally, as well as nationally, a wide circle of collaboration was necessary if due consideration was to be given to children and youth. This applied not only to agencies in the United Nations system but also to multinational and bilateral sources and foundations and non-governmental agencies, from which a vastly greater volume of aid was being given for economic and social development than was being provided through United Nations channels. The Board agreed that UNICEF should take the initiative in developing closer relations with the regional economic commissions, the regional economic development institutes, and multinational, bilateral and non-governmental sources of international aid with respect to their policies and activities having a direct bearing on child welfare.

The Board adopted a Declaration on a Long-Term Policy for Children in Relation to the Development Decade. The Declaration was transmitted to the Economic and Social Council at its thirty-fourth session for its consideration in connexion with the debate on the United Nations Development Decade.

In the course of the years UNICEF had developed close working relations with FAO, WHO and the Bureau of Social Affairs of the United Nations Secretariat. Similar co-operative relations were also now evolving with UNESCO and the ILO as a result of possibilities that were opening up, under decisions made by the Board in June 1961, for UNICEF aid to education and youth vocational training. The increasing emphasis on comprehensive country projects gave added importance to the procedures which had been adopted in the course of the year to simplify inter-agency co-operation in providing the necessary technical advice and aid to projects being assisted by UNICEF. Closer co-operation was also developing with the TAB resident representatives.

In mid-1962 UNICEF was providing aid to 460 projects in 150 countries and territories and in addition to seven regional and six inter-regional projects. The two main fields of aid continued to be health services and disease control, each accounting for 35 per cent of the commitments approved at the June 1962 session. Nutrition accounted for 16 per cent, and family and child welfare for 7 per cent, of the commitments approved. The new fields of aid made possible by the policy decisions of the Board in June 1961 accounted for 5 per cent, involving approval of six projects in education (mainly the training of teachers for primary schools) and three in youth vocational training (mainly for young people forced to leave school at an early age). The forecast presented by the Executive Director for aid in new types of programmes (including education, vocational training, urban projects and other youth services) indicated that commitments in these fields would be about $4 million in 1963 and $6 million in 1964. This would constitute from 10 to 15 per cent of the estimated programme commitments.

Income in 1961 amounted to the equivalent of $27.9 million, an increase of almost $2.2 million over 1960. In June 1961 the Executive Board decided on financial procedures under which it could approve commitments to the whole project but allocate only that part of the funds required to be spent in the next twelve months. This would enable UNICEF to expand its commitments for assistance more rapidly than its income for several years. Commitments in 1961 amounted to $37.3 million. It was envisaged that commitments would continue to rise each year, exceeding $45 million in 1964. This rise was predicated on an annual over-all increase in income each year of 10 per cent, which was believed to be a reasonable goal for UNICEF in the Development Decade. In view of the financial position of the developing countries, many of which were regularly contributing generously to UNICEF, it was clear that this target could only be achieved if the economically advanced countries increased their contributions very substantially, and the Board was grateful for some announcements to that effect.

G. OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES

The following three major developments which took place during the period under review continue to have an important bearing on the humanitarian tasks of the Office of the United Nations High Commissioner for Refugees. First, owing to the progress made during 1961, the caseload of non-settled refugees of European origin was reduced to manageable proportions and the High Commissioner has therefore been able to determine the remaining caseload and to make proposals for a permanent solution to their problems. Secondly, as a result of the Evian Agreements of 18 March 1962 on the future status of Algeria, the Office of the High Commissioner was able to commence the repatriation of Algerian refugees who had been living in Morocco and Tunisia, and the problem now seems to be on its way to a permanent solution. Thirdly, the High Commissioner was confronted with the problems of new groups of refugees in Africa involving some 300,000 persons.

The Office of the High Commissioner has continued, through its network of Branch Offices and Correspondents and in close co-operation with many Governments, to provide international protection for approximately 1,330,000 refugees in over fifty countries.

The effects of World Refugee Year were still very much in evidence during the period under review, and in particular many Governments, intergovernmental and private organizations and individuals actively continued to support the work of the High Commissioner's Office. This support has been of great assistance to the High Commissioner, who has had to rely to an increasing extent on close co-operation with Governments and other organizations in order to bring assistance to the considerable number of refugees within his mandate and to new groups of refugees throughout the world.

The main object of the High Commissioner has been to create an understanding for the problems of refugees and to keep alive the spirit of international solidarity which in several cases in the past has made it possible to solve emergent refugees problems quickly. In all cases where the High Commissioner has been asked to lend his assistance to help solve a refugee problem, his aim has been to arrive at a solution as quickly as possible in order to prevent the accumulation of a backlog of refugees and the emergence of a serious long-term problem.

At its seventh session the Executive Committee of the High Commissioner's Programme adopted a final major aid programme for 1963 in the amount of $5,400,000, which will be implemented as rapidly as possible and which will benefit the remaining non-settled caseload of European refugees. In addition, the Executive Committee adopted a current programme of complementary assistance for 1963 in the amount of $1.4 million. Within this programme an amount of $700,000 is intended to enable the High Commissioner to carry on his continuous task within the framework of the traditional refugee problems in Europe, in order to prevent the accumulation of a new backlog of residual cases. An amount of $700,000 has also been allocated for assistance to new groups of refugees who may be assisted under the terms of the good offices resolutions adopted by the General Assembly of the United Nations.

(*a*) INTERNATIONAL PROTECTION

In the field of international protection, the effects and the impetus of World Refugee Year continued to make themselves felt during the period under review. There were three further ratifications to the 1951 Convention relating to the Status of Refugees—those of the Argentina, Colombia and Turkey. In addition several States made a formal declaration to the Secretary-General that they considered themselves bound by the Convention, bringing to thirty-four the number of States now parties to the Convention.

Further progress has been made in extending the application of other legal instruments relating to the status of refugees. The Agreement relating to Refugee Seamen came into force in December 1961, when the eighth ratification was made. The Agreement allows refugee seamen to acquire permanent residence in the country with which they have the closest association. The Office of the High Commissioner is promoting further accessions to this Agreement.

The Office of the High Commissioner followed with great interest the conference which in August 1961 adopted the Convention on the Reduction of Statelessness which should be of considerable importance to certain refugees as it will enable their otherwise stateless children to acquire a nationality at birth.

Close co-operation was maintained between the Office of the High Commissioner and various regional organizations in Europe with a view to securing for refugees within its mandate, who regularly reside within the territory of member countries of these organizations, the benefits of conventions and agreements which are applicable to nationals of these countries.

In individual countries the Office of the High Commissioner is continuing its efforts to obtain improvements in the status of refugees, particularly with regard to the right of employment, social security and travel. It has been assisted in these tasks by the favourable economic conditions prevailing in many European countries, which have facilitated to some extent the integration of refugees.

Special mention should be made of the action taken by the Office of the High Commissioner under the terms of the Agreement of 5 October 1960 concluded between the Federal Republic of Germany and the High Commissioner's Office for the indemnification of refugees who suffered permanent injury to body and health under the national socialist régime by reason of their nationality. The dateline fixed for receiving applications was extended to 31 March 1962 and by that time a total of 40,000 had been received from persons living in over fifty countries. As of 1 June 1962 1,835 positive decisions had been taken involving payments totalling $316,625 from the fund of $4,250,000 (DM 45 million) provided by the Government of the Federal Republic of Germany for this purpose.

(*b*) VOLUNTARY REPATRIATION AND RESETTLEMENT

Voluntary repatriation

The Office of the High Commissioner continued to facilitate the voluntary repatriation of refugees in accordance with the terms of its Statute and resolutions 925 (X) and 1672 (XVI) of the General Assembly.

In countries where the Office maintains Branch Offices, available statistical information indicates that approximately 1,500 refugees returned to their country of origin during 1961. Eighty-four refugees were assisted by the Office with their travel costs as these expenses could not be met from any other source.

In accordance with resolution 1672 (XVI) and upon the invitation of the parties to the Evian agreements of 18 March 1962, the High Commissioner has accepted membership in the Repatriation Commissions established to facilitate the speedy return to Algeria of refugees who were living in Morocco and Tunisia.

Resettlement

One of the most encouraging features of the year under review has been the continuation by many countries of special schemes for the admission of handicapped refugees under liberalized immigration criteria, which were in many cases inaugurated during World Refugee Year. In the United States the special law passed during World Refugee Year to provide for the admission of additional refugees was continued throughout the period under review. Many European countries also contributed to the solution of the refugee problem by admitting considerable numbers of handicapped refugees irrespective of their age and health, and in many cases providing them with institutional care.

During 1961 more than 14,000 refugees were resettled under the auspices of the Office of the High Commissioner and transported by the Intergovernmental Committee for European Migration (ICEM). Of this number 12,500 migrated to overseas countries of immigration, while 1,600 were settled in European countries. Of the total resettled, 3,347 were handicapped refugees with their families. It has been estimated that there is a remaining caseload of approximately 15,000 non-settled refugees living in several countries in Europe, North Africa, the Middle East and the Far East, who would like to be resettled in other countries.

(*c*) REGULAR PROGRAMMES

The main features of the period under review are the progress achieved in the clearing of refugee camps and the reducing to manageable proportions of the problems of non-settled refugees outside camps. From the numerical point of view alone the results achieved during the year 1961 are considerably better than during preceding years. This is due particularly to the special financial contribution made during World Refugee Year and to the many new opportunities which became available to refugees during and since that time.

The 1961 target for the regular programme was set at $6 million by the Executive Committee of the High Commissioner's Programme. Of this amount $4.3 million were earmarked for assistance to non-settled refugees living outside camps. The Camp Clearance Scheme was completely financed under earlier targets.

During 1961 12,155 refugees were firmly settled, of whom 5,327 were from camps. As of 31 December 1961 there remained 8,550 refugees living in camps as compared with 15,200 at the end of 1960.

In the course of 1961 greater progress was achieved in solving the problems of the non-settled refugees living outside camps than in any previous year. A total of 20,501 refugees were assisted, of whom 6,828 were firmly settled, and the caseload was reduced to less than 56,500, of whom approximately 26,000 will be assisted under existing programmes of the High Commissioner's Office.

Satisfactory results were achieved under the Far Eastern Programme during 1961. A total of 2,204 refugees were resettled from the mainland of China via Hong Kong, more than twice as many as in 1960. During the first five months of 1962 a further 400 refugees were moved, leaving a total caseload of 3,770, of whom 1,400 still require final destination visas.

During the period under review the Office also began implementation of its regular programme for 1962, for which the Executive Committee of the High Commissioner's Programme had approved a target of $5 million.

Owing to the progress achieved during 1961 it has become possible to envisage the completion of the major aid projects for European refugees. The High Commissioner therefore submitted to his Executive Committee a final major aid programme in the amount of $5.4 million which is to be started in 1963 and implemented as rapidly as possible. A considerable financial effort will however still be required, in particular to meet the present shortfall of some $2 million for the 1962 programme and to obtain the necessary funds for the financing of the final major aid programme.

(*d*) REFUGEES FROM ALGERIA IN MOROCCO AND TUNISIA

In accordance with resolutions 1500 (XV) and 1672 (XVI) of the General Assembly, the High Commissioner continued the Joint Operation with the League of Red Cross Societies for assistance to refugees from Algeria in Morocco and Tunisia. In its resolution 1672 (XVI) the General Assembly requested the High Commissioner to continue his present action, to assist in the orderly return of the refugees to their homes and to consider the possibility, when necessary, of facilitating their re-establishment in their homeland as soon as circumstances permitted.

The Joint Operation continued to provide the refugees with basic food rations of some 1,540 calories per person per day as well as blankets, clothing and tents. Under a supplementary programme, 162 milk stations, multi-purpose centres and soup stations were established from which additional food was distributed to children, while medical care was made available through dispensaries and clinics which were established to supplement the medical facilities made available by the Governments of Morocco and Tunisia. The state of health of the refugees remained reasonably satisfactory throughout the period. However, in view of their living conditions and the marginal rations they received, careful attention was necessary in order to prevent the outbreak of disease and particularly to preserve the health of the children.

The High Commissioner was asked by the parties to the Evian Cease-fire Agreement of 18 March 1962 to participate with them in a tripartite commission to be established to facilitate the repatriation of Algerian refugees then in Morocco and Tunisia. The High Commissioner, in the light of resolution 1672 (XVI) and on a purely technical and humanitarian basis, agreed to serve on the commission. The Commission was established at Rocher Noir in Algeria, and sub-commissions were established in Morocco and Tunisia. The High Commissioner appealed in June 1962 to the Governments of all States Members of the United Nations and the specialized agencies for financial and material assistance to aid with the repatriation of the refugees. As of 1 June 1962, 18,000 Algerian refugees from Morocco had already returned to Algeria, while the repatriation from Tunisia was just beginning. It is hoped that the repatriation will be completed in the course of July 1962.

The budget for the Joint Operation for 1961 was set at approximately $7 million, of which approximately $2.8 million was required in cash. As a result of the High Commissioner's appeals during 1961 to member Governments of his Executive Committee, of the United Nations and its specialized agencies, contributions were received in an amount of $2,180,000 which were sufficient to enable the Joint Operation to be continued throughout 1961. The estimated total cost of the Operation for 1962 was calculated at $8.3 million, of which contributions in cash were needed in an amount of $2.8 million. In view of the developments since the conclusion of the Evian Cease-fire Agreement, the High Commissioner has drawn up a new budget to meet the costs of repatriation and follow-up assistance.

(*e*) ASSISTANCE TO NEW GROUPS OF REFUGEES

The Office of the High Commissioner has extended its good offices and taken action to assist new groups of refugees under the terms of General Assembly resolutions 1167 (XII), 1388 (XIV), 1499 (XV) and in particular under resolution 1673 (XVI) in which the General Assembly requests the High Commissioner to pursue his activities on behalf of new groups of refugees.

In those cases where the Office of the High Commissioner has been asked to assist in achieving a solution to a new refugee problem, the main object has been to arrive at a permanent solution as soon as possible, either through settlement in the country of asylum or repatriation, and to avoid keeping the refugees dependent upon relief supplies, or concentrating them in refugees camps where they have no possibility of providing for their own livelihood.

The role of the Office of the High Commissioner in dealing with new refugee problems is to ensure adequate co-ordination of the activities of all participants, including other United Nations offices and specialized agencies, to follow developments closely, to ensure that essential requirements shall be properly met, to draw the attention of the Governments concerned to any special needs which might arise and to give advice if necessary. During the period 1 January 1961 to 15 March 1962 an amount of $951,276 was paid or promised to the High Commissioner's Office or earmarked from funds available to it for assistance to new groups of refugees. The kind of assistance required from the Office differs in each case and in some instances a relatively modest contribution enables the High Commissioner to play a most useful role, while in other cases any efforts of his Office can have only a marginal effect.

During the period under review the assistance of the High Commissioner was requested in dealing with three new refugee problems in Africa: those of 150,000 refugees from Angola in the Congo (Leopoldville), some 6,000 refugees in Togo and approximately 135,000 refugees from Ruanda in Tanganyika, Uganda, Urundi and the Kivu Province of the Congo (Leopoldville). In each case the High Commissioner, after a thorough investigation of the situation, appointed a chargé de mission to help co-ordinate the activities of the Governments and various agencies assisting the refugees and to ensure that the High Commissioner, and through him the international community, should be kept informed of the refugees' needs for assistance. In all three cases the first requirement was for a programme of emergency relief. Such a programme was particularly important for those refugees who crossed from Angola into the Bas Congo and from Ruanda into the Kivu Province of the Congo and who were facing famine conditions. In the case of those refugees from Ruanda who went to Tanganyika, Uganda and Urundi, the Governments of these countries provided emergency assistance.

In accordance with the basic policy of the High Commissioner, in carrying out the relief programmes every effort was made to assist the refugees in becoming self-supporting as soon as possible by establishing them on the land and providing them with the necessary building materials, seeds and tools. Accordingly, most of the refugees from Angola were able to fend for themselves from the beginning of the year, when they harvested their first crop. The emergency relief programme for refugees from Ruanda in the Kivu Province will continue to be necessary until such time as these refugees can also harvest their first crop.

The High Commissioner was also asked to use his good offices for other new groups of refugees, including some 100,000 Chinese refugees in Macao. The High Commissioner is continuing to transmit such contributions as he receives for assistance to Chinese refugees in Hong Kong.

H. CONSULTATIVE ARRANGEMENTS WITH NON-GOVERNMENTAL ORGANIZATIONS

The non-governmental organizations in consultative relationship with the Economic and Social Council now number 322. Of these, ten are in category A, 124 in category B, and 188 are on the Register of the Secretary-General.

During the year under review, non-governmental organizations submitted fifty-nine written statements which were circulated as documents of the Council or its commissions and other subsidiary bodies. In addition, organizations were heard on various occasions by the Council's Committee on Non-Governmental Organizations and by the Council, its commissions and other subsidiary bodies.

The Secretary-General administered the consultative arrangements established by the Council under resolution 288 B (X) of 27 February 1950 by means of consultations, correspondence, assistance to organizations in connexion with hearings before the Council and its subsidiary bodies and the submission of documents, and by sending representatives to a number of the principal conferences of the organizations.

Chapter V

QUESTIONS CONCERNING TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES

A. TRUST TERRITORIES

1. Operation of the International Trusteeship System

(*a*) General considerations

During the year under review, decisive progress was made towards the attainment of the objectives of the International Trusteeship System, and the liquidation of the System itself, through the successive withdrawal of Territories from it.

In the case of the Trust Territory of the Cameroons under United Kingdom administration, this took place in two stages: on 1 June 1961 the Northern Cameroons became a province of the Northern Region of Nigeria, and on 1 October the Southern Cameroons became a part of the Republic of Cameroun. Tanganyika became independent on 9 December 1961 and was admitted to membership in the United Nations on 14 December 1961. Western Samoa became independent on 1 January 1962. The Trusteeship Agreement for Ruanda-Urundi was terminated on 1 July 1962, the date on which Ruanda and Burundi emerged as two independent and sovereign States. Only three territories of the original eleven now remain under the Trusteeship System —Nauru and New Guinea under Australian administration, and the Trust Territory of the Pacific Islands under United States administration. Whereas, in the past, there were more than 20 million people living under the Trusteeship System, there are now less than 1.5 million.

The Trusteeship Council met from 1 June to 19 July 1961 for its twenty-seventh session, and from 10 to 11 January 1962 for its twenty-eighth session. Its twenty-ninth session began on 31 May 1962 and was expected to last until the middle of July. During these sessions the Council, in the usual way, examined conditions in the Trust Territories in the light of the annual reports of the Administering Authorities and the reports of the United Nations Visiting Missions. The report of the Mission which visited the Trust Territory of the Pacific Islands in February-March 1961 was submitted to the Council at its twenty-seventh session; the reports of the Mission which visited the Trust Territories of Nauru and New Guinea in April-May 1962 will be submitted at the twenty-ninth session. The Council also examined petitions, and considered questions relating to the attainment of self-government or independence by the Trust Territories, as well as such matters as the application to the Trust Territories of the Declaration on the granting of independence to colonial countries and peoples, the dissemination of information on the United Nations and the International Trusteeship System, and offers by Member States of study and training facilities for inhabitants of Trust Territories.

During the first part of its sixteenth session (19 September-20 December 1961), the General Assembly endorsed the results of the plebiscite in Western Samoa, and resolved, in agreement with the Administering Authority, that the Trusteeship Agreement for that Territory should cease to be in force on 1 January 1962. It similarly resolved that the Trusteeship Agreement for Tanganyika should cease to be in force on 9 December 1961. It further decided to request the United Nations Commission for Ruanda-Urundi to carry out without delay an investigation of the circumstances of the assassination of the Prime Minister of Burundi. It adopted two resolutions relating to the general operation of the Trusteeship System, one on offers by Member States of study and training facilities for inhabitants of Trust Territories, and the other on the dissemination of information on the United Nations and the International Trusteeship System in the Trust Territories.

In its resolution 1654 (XVI) on the situation with regard to the implementation of the Declaration on the granting of independence to colonial countries and peoples, the General Assembly established a Special Committee of seventeen Members to examine the application of the Declaration, and requested, *inter alia*, the Trusteeship Council, within its field, to assist the Special Committee in its work.

During the second part of the sixteenth session (15 January-23 February 1962), the General Assembly considered the question of the future of Ruanda-Urundi. This same question was taken up by the General Assembly during the third part of its sixteenth session (7 to 28 June 1962).

(*b*) Composition of the Trusteeship Council

The terms of office of Burma, Paraguay and the United Arab Republic as members of the Trusteeship Council expired on 31 December 1961. It was not necessary at the sixteenth session of the General Assembly to hold elections, to ensure a balance, in accordance with Article 86 of the Charter, between the number of members of the Trusteeship Council which administer Trust Territories and those which do not. On 1 January 1962, therefore, the Trusteeship Council was composed of five administering members (Australia, Belgium, New Zealand, the United Kingdom and the United States of America) and five non-administering members, of which three (China, France and the Union of Soviet Socialist Republics) are members by virtue of their being permanent members of the Security Council, the remaining two (Bolivia and India) being elected members, whose terms are due to expire on 31 December 1962. On 1 July, with the termination of the Trusteeship Agreement for Ruanda-Urundi, Belgium ceased to be a member of the Trusteeship Council.

2. Conditions in the Trust Territories

(*a*) TRUST TERRITORIES IN AFRICA

Cameroons under United Kingdom administration

By its resolution 1608 (XV) of 21 April 1961, the General Assembly decided that the Trusteeship Agreement for the Cameroons under United Kingdom administration would be terminated as follows:

(*a*) With respect to the Northern Cameroons, on 1 June 1961, upon its joining the Federation of Nigeria as a separate province of the Northern Region of Nigeria;

(*b*) With respect to the Southern Cameroons, on 1 October 1961, upon its joining the Republic of Cameroun.

The General Assembly also invited the Administering Authority, the Government of the Southern Cameroons and the Republic of Cameroun to initiate urgent discussions with a view to finalizing, before 1 October 1961, the arrangements by which the agreed and declared policies of the parties concerned would be implemented. The Government of the United Kingdom of Great Britain and Northern Ireland informed the Secretary-General on 27 February 1962 that the trusteeship exercised by that Government in the Northern Cameroons had terminated on 1 June 1961 upon the Northern Cameroons' joining the Federation of Nigeria as a separate province of the Northern Region of Nigeria, and that the trusteeship exercised in the Southern Cameroons had terminated at midnight on 30 September 1961 upon the Southern Cameroons' joining the Republic of Cameroun.

Tanganyika

At its twenty-seventh session, the Trusteeship Council took note with satisfaction of the advancement of the date of independence from 28 December 1961 to 9 December 1961. The General Assembly resolved, in its resolution 1642 (XVI) of 6 November 1961, that the Trusteeship Agreement for Tanganyika should cease to be in force upon the accession of Tanganyika to independence on 9 December 1961. On 14 December 1961 Tanganyika was admitted to membership in the United Nations.

Ruanda-Urundi

The United Nations Commission established under General Assembly resolutions 1579 (XV) of 20 December 1960 and 1605 (XV) of 21 April 1961 reported in December 1961 to the sixteenth session of the General Assembly, and this report, together with the question of the future of the Trust Territory, was discussed at length in the Fourth Committee from 15 January to 21 February 1962.

The Commission reported that in Burundi a new, broadly-based caretaker government had been formed in July 1961 in accordance with the provisions of General Assembly resolution 1605 (XV), and that legislative elections, under United Nations supervision, had taken place on 18 September 1961. The Commission reported that there had been no serious incidents and that the population had been able to express its opinion freely and calmly. Of the registered voters 73 per cent had cast their ballots. Of the candidates put forward by the UPRONA (Unité et progrès national) party, fifty-eight were elected, and of those put forward by the Front commun, six were elected. A government headed by Prince Louis Rwagasore was formed. However, the Prime Minister was murdered on 13 October 1961. He was replaced by Mr. André Muhirwa, who had been Minister of the Interior.

In resolution 1627 (XVI), adopted on 23 October 1961, the General Assembly expressed its sense of shock and abhorrence at this murder, and requested the United Nations Commission for Ruanda-Urundi to visit the scene immediately in order to carry out without delay an investigation of the circumstances of the Prime Minister's tragic death, and to submit a preliminary report to the General Assembly as soon as possible. The Commission submitted a preliminary report in November 1961 and a second report in January 1962.

As far as Rwanda was concerned, the United Nations Commission reported that no agreement had been reached on the establishment of a new, broadly-based caretaker government, and that the Administering Authority had decided in August 1961 to suspend the existing government and temporarily to resume the powers which had been delegated to that government. In July, a large number of persons benefited from amnesty measures, after a Special Commission, established under General Assembly resolution 1605 (XV), had visited the Territory.

During the months of July, August and September, a number of serious incidents and disturbances occurred in Rwanda. Two days before the elections the Mwami returned to Rwanda, but was arrested and returned to Dar es Salaam. The legislative elections and the referendum on the Mwami were held under United Nations supervision on 25 September 1961. The voting generally took place in calm and, apart from purely local incidents, the Commission received no complaint sufficiently well founded to cause it to believe that freedom of voting had been interfered with. Of the registered voters, 95.2 per cent cast their ballots. The PARMEHUTU party (Parti du mouvement de l'émancipation Hutu) gained 35 seats, the UNAR (Union nationale rwandaise) party, 7, and the APROSOMA (Association pour la promotion sociale de la masse), 2. In the referendum on the retention of the institution and the person of the Mwami, 80 per cent of the valid votes were negative on both questions. Early in October the new Legislative Assembly proclaimed the establishment of a republican régime and Mr. Grégoire Kayibanda was elected President of the Republic.

In assessing the situation in Rwanda, the United Nations Commission concluded that the people as a whole were given the opportunity on 25 September 1961 to register their views as they wished, with adequate material and legal safeguards. However, it could not reply in the affirmative to the question whether, during the pre-electoral period, the "atmosphere of peace and harmony" referred to in General Assembly resolution 1579 (XV) had been achieved, and the requisite conditions enabling political workers and leaders "to resume normal, democratic political activity" created.

After lengthy discussions in the course of which the Foreign Minister of Belgium and representatives of the Governments of Rwanda and Burundi made several statements, and nine petitioners were given a hearing, the General Assembly, on 23 February 1962, adopted resolution 1743 (XVI) in which it decided to establish a Commission for Ruanda-Urundi composed of five Commissioners representing five Member States to be elected by the General Assembly (the States subsequently elected were Haiti, Iran, Liberia, Morocco and Togo), and requested the Commission to proceed immediately to the Territory with a view to ensuring the achievement, with the full co-operation of the Administering Authority and national authorities, of the following objectives: (*a*) the reconciliation of the various political factions in the Territory; (*b*) the return and resettlement of all refugees; (*c*) the guaranteeing of human rights and fundamental freedoms, including freedom of expression and association and political activity in peaceful conditions; (*d*) the maintenance of law and order; (*e*) arrangements for the training of indigenous forces with the help of experts or a training mission provided by the United Nations, and the rapid withdrawal of Belgian military and paramilitary forces, to be completed before independence, with the exception of such personnel whose retention, in the view of the Commission in consultation with the authorities of Ruanda-Urundi and the Administering Authority and without prejudice to the sovereign rights of the future independent Ruanda-Urundi and subject to the latter's subsequent ratification, might be considered necessary as an interim measure. It also requested the Commission to convene as soon as possible, at Addis Ababa, a high-level conference with a view to finding a mutually acceptable formula for the creation of the closest possible form of political, economic and administrative union between Rwanda and Burundi. Finally, it envisaged setting 1 July 1962 as the date for the termination of the Trusteeship Agreement, subject to General Assembly approval upon examination of the report of the Commission at the resumed sixteenth session, which the Assembly decided to call in the first week of June 1962 to consider exclusively the question of Ruanda-Urundi.

The General Assembly also adopted, on the same day, resolution 1744 (XVI) in which it requested the Commission for Ruanda-Urundi, as a matter of urgency, to engage in talks with the Administering Authority, the Government of Rwanda, and the Mwami and his representatives with a view to reaching agreement, on a mutually acceptable basis, for the peaceful settlement of the question of the future of the Mwami.

It submitted its report on 26 May 1962. The report stated, *inter alia*, that at the Addis Ababa Conference held from 9 to 19 April 1962 with the participation of high-level delegations from Rwanda and Burundi no agreement had been reached on any form of political union between the two parts of the Trust Territory, which reaffirmed their desire to attain independence as two separate States. Agreement had, however, been reached on an economic union. The Commission also reported on matters relating to the reconciliation of political factions, the return and resettlement of refugees, the guaranteeing of human rights and fundamental freedoms, the maintenance of law and order, the training of indigenous forces, the withdrawal of the Belgian forces, the question of military personnel, the question of the Mwami of Rwanda, and on economic and social questions.

The General Assembly reconvened on 7 June 1962 to consider this report. On 27 June 1962 the Assembly adopted resolution 1746 (XVI) in which it decided, in agreement with the Administering Authority, to terminate the Trusteeship Agreement for Ruanda-Urundi on 1 July 1962, on which date Rwanda and Burundi were to emerge as two independent and sovereign States. The General Assembly called on the Government of Belgium to withdraw and evacuate its forces still remaining in Rwanda and Burundi, and resolved that as of 1 July 1962 the Belgian forces in process of evacuation would no longer have any role to play, and that the evacuation must be completed by 1 August 1962, without prejudice to the sovereign rights of Rwanda and Burundi. The Secretary-General was requested to send immediately to Rwanda and Burundi a representative with a team of experts, to supervise the withdrawal and evacuation of Belgian forces; to help the Governments of Rwanda and Burundi to secure the implementation of their Agreement on Economic Union; to study the need for technical and economic assistance in the two States, so as to enable the Secretary-General to submit a report thereon at the seventeenth session of the General Assembly; to assist the two Governments, at their request, in the organization of their administrative cadres, and to assist them in the development and training of internal security forces. It authorized the Secretary-General to enter into commitments not exceeding $2 million for the purpose of such emergency measures as might be required to ensure the continuation of essential services in the two countries, and requested the Secretary-General to report to the General Assembly at its seventeenth session on the implementation of this resolution. It also recommended that after the proclamation of independence on 1 July 1962, Rwanda and Burundi should be admitted as Members of the United Nations.

(*b*) TRUST TERRITORIES IN THE PACIFIC

Western Samoa

At its twenty-seventh session the Trusteeship Council, in resolution 2102 (XXVII) of 7 July 1961, took note with satisfaction of the results of the plebiscite held in Western Samoa in May 1961, namely, that the people of Western Samoa had, by an overwhelming majority, expressed their agreement with the Constitution for an independent Western Samoa adopted by the Constitutional Convention on 28 October 1960, and that they had also agreed by an overwhelming majority that on 1 January 1962 Western Samoa should become an independent State on the basis of that Constitution.

The General Assembly, at its sixteenth session, in resolution 1626 (XVI) of 18 October 1961, taking note of the Council's resolution and having examined the report of the United Nations Plebiscite Commissioner and heard statements by the representative of the Administering Authority and the Prime Minister of Western Samoa, endorsed the results of the plebiscite, resolved, in agreement with the Administering

Authority, that the Trusteeship Agreement should cease to be in force upon the accession of Western Samoa to independence on 1 January 1962, and expressed the hope that Western Samoa, on the attainment of independence, would be admitted to membership in the United Nations, should it so desire.

Nauru

After reviewing conditions in Nauru, the Trusteeship Council, at its twenty-seventh session, noted with satisfaction the progress made in Nauru in various fields, through the efforts of both the Administering Authority and the Nauruan people, particularly in the field of public health, social security and welfare services.

As at previous sessions, the Council paid particular attention to the question of the future of the Nauruans. It noted that the three Governments (those of Australia, New Zealand and the United Kingdom) had made proposals for the resettlement of the Nauruans within their metropolitan territories, that those proposals had been discussed with the Nauruan people but that, while the latter considered the proposals generous, they were not yet ready to accept them. The Council observed that some Nauruans might decide to remain on the island after the exhaustion of the phosphate deposits, and it urged the Administering Authority to explore all possibilities of future economic development in the island.

The Council, after considering the question of the powers of the Nauru Local Government Council, urged the Administering Authority to take more energetic steps to devolve progressively and expeditiously the powers and functions of the administration upon the representative government institutions of the people, and it urged the Nauru Local Government Council to utilize its existing powers to the fullest extent. With regard to the civil service, the Council noted with regret that there were still few Nauruans occupying high positions of responsibility, and it urged the continuation of efforts to train Nauruans for such positions. It also urged the Administering Authority to intensify its efforts to provide Nauruans with the necessary professional training for and to assist them in securing positions of higher responsibility with the British Phosphate Commissioners.

In the economic field, the Council again requested that the Administering Authority should make every possible effort to provide it, in its annual reports, with fuller information concerning the operations of the British Phosphate Commissioners, especially regarding the cost of extraction of phosphates and prices obtainable in the world markets. It expressed its satisfaction at the increase in the total royalty rate on phosphate, and hoped that negotiations would be conducted with a view to increasing royalties payable to the Nauruan Community Long-Term Investment Fund.

The Council reiterated its previous recommendation concerning the need for removing the existing disparities in the standard working week based on the area of recruitment of workers employed by the British Phosphate Commissioners. It considered that any inequality in employment conditions that might be based on difference of race and nationality should be eliminated.

In the educational field, the Council noted with satisfaction the increased enrolment in primary and secondary schools. It expressed the hope that continued and intensified efforts would be made to increase the number of Nauruans attending secondary schools and higher educational institutions. It urged the Administering Authority to establish a single primary school system for all races in Nauru to replace the three separate systems now existing.

At the time of the writing of the present report, the report of the Visiting Mission which visited Nauru in April 1962 had not been received.

New Guinea

In its review of conditions in New Guinea, at its twenty-seventh session, the Council welcomed the advances made in the political, economic, social and educational fields in the Territory's life during the period under review, but considered that there was a continuing need for a steady acceleration in the rate of progress in all those fields, and particularly the political field, and it recommended once again that the Administering Authority avail itself to the greatest possible extent of the assistance of the specialized agencies of the United Nations and other international bodies.

In the political field, the Council considered that recent developments, although limited in scope, represented an important step forward in the political evolution of the Territory. It welcomed the replacement of the Executive Council by the Administrator's Council as a step in the right direction, and noted that the Administering Authority considered the establishment of this Council to be an initial step towards the development of Cabinet government. It regretted, however, that the Council had only one indigenous member, a Papuan, and no indigenous representative from the Trust Territory, and it earnestly hoped that one would be appointed very soon. It felt that the indigenous membership of the Administrator's Council should be rapidly increased and that this should be elective as far as possible. The Trusteeship Council welcomed the recent reconstitution of the Legislative Council of Papua and New Guinea, whose membership had been expanded from 29 to 37 members with a decrease in the number of official members from 16 to 14, but it considered that at the time of the projected review of the Legislative Council the Administering Authority should take steps to reduce the present official membership and correspondingly increase popular representation.

The Council also welcomed the establishment of nine additional native local government councils during the period under review as compared with three in the previous period. It expressed confidence that the Administering Authority would continue to take energetic steps to establish councils in the remainder of the Territory. The Council noted that while indigenous personnel had been added to district and town advisory councils, their number remained extremely low, and it again urged the Administering Authority to take all possible measures to accord adequate representation to New Guineans on these councils.

It noted with satisfaction that the rate of increase in the number of indigenous staff in the Public Service had nearly doubled during the past two years, but it considered that there remained an urgent need for the training of indigenous persons for the Public Service and that the recent increases in the service fall far short of the Territory's needs for trained personnel;

it, accordingly, recommended that the Administering Authority accelerate its programme of recruitment and training of personnel, particularly New Guinean personnel.

The Council noted with satisfaction an increase of approximately 15 per cent in the Territory's exports during the period under review and evidence of increasing economic activity generally in the Territory, but it considered that to assist the Territory to develop a viable economy, much greater effort and investment in the economic field would be necessary in the future. It therefore hoped for a steady acceleration in the development of indigenous agriculture and in the establishment of more processing and manufacturing industries with governmental assistance. In this connexion, it welcomed the establishment of a new Department of Trade and Industry, which it hoped would stimulate the establishment of industries in the Territory on a planned basis.

The Council noted with satisfaction a further substantial increase in the Administering Authority's contribution to the territorial budget, but felt that the need for raising the Territory's internal revenues remained urgent, and that this would be possible only with greater investment in productive enterprises which would yield higher incomes to the Trust Territory's inhabitants. It welcomed the introduction of an income tax, but expressed the view that the rates of this tax were at present low and should be suitably revised.

The Council requested detailed information as soon as possible regarding the Administering Authority's plans for bringing all land in the Territory under a single system of landholding. It considered that the maximum support of the indigenous people for plans and policies of land reform should be obtained to ensure their successful implementation. While recognizing that the acquisition of some land for public purposes or the leasing thereof for similar purposes might be necessary, it viewed with some concern the continued leasing of large areas of land to expatriates, and urged, once again, that the utmost care be exercised in this matter in order to avoid creating serious problems for the future.

In the social field, the Council welcomed the creation of a separate Department of Labour, and expressed its gratification at the appointment of an indigenous member to the Native Employment Board. Noting the slight increase in the minimum wage in the period under review, it recommended that this wage, which remained low, should be substantially raised. It expressed its satisfaction at the recent expansion in hospital facilities but, noting that no senior posts in the health service are held by indigenous persons, it requested that urgent attention be given to training indigenous personnel for higher professional positions.

The Council noted the increased provision of educational facilities during the period under review, but considered that the rate of expansion in the Administration's role in education was slow, and reiterated its previous recommendation that the Administering Authority should assume a greatly expanded direct role in this field. It considered that the prevailing shortage of trained teachers continued to be one of the main obstacles to the advancement of education in the Territory. It welcomed measures under way to remedy this situation, and hoped that greatly accelerated progress in this vital field would be made in the ensuing years.

At the time of the writing of the present report, the report of the Visiting Mission which had visited New Guinea in April and May 1962 had not yet been received.

Trust Territory of the Pacific Islands

In accordance with established practice the Trusteeship Council, in July 1961, submitted a report to the Security Council on the functions it had carried out on the latter's behalf relating to the political, economic, social and educational advancement of the inhabitants of the Trust Territory of the Pacific Islands, designated as a strategic area. Among those functions was the review of conditions in the Territory, undertaken at its twenty-seventh session.

It took note of the observations and conclusion of the 1961 Visiting Mission to the Trust Territory and commended them to the urgent attention of the Administering Authority. With regard to the displacement of population resulting from nuclear experiments, it considered it urgent and essential that further efforts should be made to rehabilitate the Rongelap community, and it commended the suggestions of the Visiting Mission on this subject to the Administering Authority. It recognized the need for continued medical surveys of persons who were exposed to radio-active fall-out and expressed the hope that activities connected with such surveys would be conducted in such a manner as to avoid causing constant anxiety and apprehension in the minds of the people. It also recommended that the Administering Authority should take speedy action to deal with claims for compensation resulting from radio-active fall-out in a fair and equitable manner. It noted the statement of the Administering Authority that the latter had no plans to resume nuclear or thermo-nuclear tests in the Territory.

With regard to political advancement, the Council expressed the view that the process of transforming the Inter-District Advisory Committee into a legislature composed of representatives of all seven districts elected by universal suffrage should be greatly accelerated. It endorsed the views of the Visiting Mission on improving the organization and expanding the powers and functions of the district congresses and considered that the latter should be done to the fullest extent that is possible without prejudice to the future authority of the proposed Territorial Legislature.

The Council, noting that solid foundations for political development had been laid at the local and district level, and bearing in mind the need to stimulate the development of territorial consciousness and a sense of national identity, recommended that the Administering Authority, in consultation with the representatives of the people, should now concentrate on accelerating the rate of development at the territorial level.

With respect to the administration of the Territory, the Council recalled its previous recommendations concerning the need to place the whole of the Territory under a single civilian administration, and welcomed the statement of the Administering Authority's Special Representative that, following consideration of the matter at the highest level, it was agreed in principle that the administration of the Territory should be unified and that detailed steps for bringing this about were now being worked out, and it hoped that this decision would be implemented without delay. It also recalled its previous recommendations concerning the need to locate the headquarters within the Territory, and considered that a decision on a site should be made as soon as possible.

It commended the Administering Authority for its efforts in training Micronesians to assume positions of greater responsibility in the Public Service. Noting, however, the view of the Visiting Mission that educated Micronesians who could be entrusted with at least some positions of high administrative responsibility were available, it expressed the hope that such positions would be filled by qualified Micronesians in the near future, and recommended that the Administering Authority should make special efforts to train Micronesians with a view to appointing them to the posts of District Administrator and Assistant District Administrator as early as practicable.

In the economic field the Council endorsed in general the recommendations of the Visiting Mission, in particular (1) that machinery for territory-wide economic planning should be set up under the direction of an Economic Development Officer, with which representatives of the people would be closely associated; (2) that a long-term plan with well-defined priorities and stages for the entire Territory should be prepared; (3) that substantial contributions should be made by the Administering Authority for economic development, which might be paid into a separate development fund; (4) that funds for economic development should be made available on a long-term basis rather than annually and that the development budget should be separate from the current revenue and expenditure budget; (5) that greater facilities for savings and the mobilization of internal capital for development purposes should be provided, particularly through co-operatives; and (6) that more Micronesians should be given vocational and technical training in various fields including practical training abroad in such fields as tropical agriculture.

It noted with satisfaction the assurance of the Administering Authority that the detailed recommendations of the Visiting Mission concerning economic development would receive its careful attention and that action had already been taken on a number of the Mission's recommendations. It welcomed the assurance (1) that the time had now come for an intensification of the Administering Authority's efforts in the economic field; (2) that the economic staff was being strengthened and that an Economic Development Officer would be appointed; (3) that the Administering Authority hoped to increase materially the resources which could be used for an economic development fund; and (4) that the Administering Authority would give careful attention to see what further funds could be made available for accelerating the much-needed economic progress of the Territory.

The Council noted with appreciation the efforts of the Administering Authority in providing medical and health services to the people of the Territory and the progress achieved in that field. It also commended the Administering Authority for its efforts in promoting education and in particular for the progress made in primary education, but in order to meet the growing needs of the Territory it recommended that central funds for education should be increased.

At its twenty-ninth session, in early June 1962, the Trusteeship Council again examined the conditions in the Trust Territory of the Pacific Islands, but had not adopted its conclusions and recommendations at the time of the writing of the present report.

B. NON-SELF-GOVERNING TERRITORIES

1. Transmission of information under Article 73 e of the Charter

During the period under review, the Secretary-General received information on fifty-four Territories from seven Administering Members under Article 73 e of the Charter, compared with fifty-one Territories and six Administering Members the previous year. Information on four Territories was received from Spain in 1962. The Governments of France and the United Kingdom transmitted information on New Hebrides.

Administering Members continued to use as a guide the revised standard form adopted by the General Assembly in resolution 551 (VI) of 7 December 1951 and amended in resolution 930 (X) of 8 November 1955. As in previous years, information under the optional category in the standard form, relating to government, was transmitted by the Governments of Australia, the Netherlands, New Zealand, and the United States, in conformity with Assembly resolutions 144 (II), 327 (IV), 848 (IX) and 1468 (XIV). The Government of Spain supplied information on government for 1960, in respect of its Territories.

The representative of the United Kingdom informed the General Assembly, at its sixteenth session, that his Government had decided to transmit information on the political and constitutional progress in the Territories under its administration. This information, sent to the Secretary-General by the United Kingdom in 1962, was placed in full before the Committee on Information at its thirteenth session.

2. Renewal of the Committee on Information from Non-Self-Governing Territories

The Fourth Committee, at the sixteenth session of the General Assembly, reconsidered the question of continuing the Committee on Information from Non-Self-Governing Territories, together with the question of the composition and terms of reference of this or any such future committee.

A number of representatives stated that the Committee on Information should be continued, so as not to make the work of the Committee of Seventeen established under General Assembly resolution 1654 (XVI) of 27 November 1961 more difficult by assigning to it a whole series of routine matters which the Committee on Information had dealt with in the past. It might be argued, they observed, that the Assembly in adopting resolutions 1514 (XV) had stressed the need for the immediate granting of independence to colonial territories and, therefore, that the continuance of the Committee on Information might divest this resolution of some of its urgency. They believed, however, that the Assembly should recognize that colonialism would persist for some little time to come.

Some representatives stated that the primary issue was not merely to maintain the Committee on Information or to extend its terms of reference, but to establish a link between that Committee and the Committee of Seventeen. They believed that the status of the Committee should be re-defined, following the establishment of the Committee of Seventeen. It was necessary to state the method of co-operation between these two committees in order to avoid duplication of work. They added that it was necessary to specify in greater detail what the reports on political conditions, to be prepared by the Committee on Information, should contain. The General Assembly, they stated, should also specify whether the Committee on Information should submit to it observations and conclusions on individual Territories.

On the question of membership of the Committee on Information, the representatives of Indonesia and the Soviet Union questioned the propriety of the Netherlands being a member of the Committee, as there was some doubt regarding the status of West Irian (Netherlands New Guinea). The representative of the Netherlands replied that there could be no doubt that the Netherlands administered, and was responsible for, Netherlands New Guinea (West Irian).

The representative of New Zealand assumed that the Portuguese "Overseas Territories" would not be discussed by the Committee on Information as they would be considered by the Committee of Seven established under General Assembly resolution 1699 (XVI). He added that since the relevant part of General Assembly resolution 1542 (XV) had been overtaken by events and since the government of Portugal had not transmitted information on the Territories under its administration, Portugal ought not to be a member of the Committee on Information. The representative of Yugoslavia observed that Portugal should be considered an *ex officio* member of the Committee.

The representative of the United Kingdom, recalling that his Government was responsible for the administration of some forty Territories, stated that the problems of many of the Territories could best be settled by direct negotiations between the United Kingdom and the peoples concerned. A number of new bodies had been established by the General Assembly and it would be better, he said, to see how those bodies worked rather than alter the terms of reference of the Committee on Information. He was supported in this view by the representative of New Zealand.

The representative of Australia observed that the Administering Members were able and willing to do a great deal voluntarily without there being any need to make their co-operation compulsory.

The General Assembly, in resolution 1700 (XVI) of 19 December 1961, decided to continue the Committee on Information on the same basis as hitherto, until such time as the Assembly decided that the principles embodied in Chapter XI of the Charter and in the Declaration on the granting of independence to colonial countries and peoples, contained in resolution 1514 (XV), had been fully implemented.

The Assembly also decided that the Committee would examine political and constitutional information transmitted by Administering Members, as well as information relating to the functional fields, and submit its reports to the Assembly with the observations and conclusions thereon. The Assembly instructed the Committee to undertake intensive studies on the political, educational, economic and social conditions and problems of Territories located in the same area, except where circumstances required individual consideration.

The Committee on Information was also instructed to invite the co-operation of the Special Committee of seven members established under General Assembly resolution 1699 (XVI) of 19 December 1961 to examine the information available on Territories under Portuguese administration.

Finally, the Assembly requested the Committee on Information to transmit to the Committee of Seventeen reports prepared by it and other pertinent material which might be required.

The General Assembly, at its sixteenth session, confirmed the election by the Fourth Committee of Ecuador, Pakistan, the Philippines and Upper Volta as members of the Committee on Information from Non-Self-Governing Territories. These members replaced the Dominican Republic, Ghana, India and Iraq whose terms of office had expired. At its thirteenth session the Committee on Information consisted of sixteen members. All members except Portugal were represented.

3. Questions relating to the transmission and examination of information

(*a*) GENERAL

In the Fourth Committee, at the General Assembly's sixteenth session, a number of representatives noted that some Administering Members had not sent information under Article 73 e of the Charter on all the Territories under their administration. They also referred to delays in the transmission of information by Administering Members and to the fact that the information was not comprehensive enough to permit a thorough analysis.

These representatives stated that some Administering Members had taken unilateral decisions to cease transmitting information to the United Nations on certain Territories. They noted the lack of information on French Territories in South America and, since 1957, on French Somaliland and the Comoro Archipelago. The United Kingdom, they stated, had not supplied any information on Southern Rhodesia.

The representative of France replied that, as a result of political developments, his Government had considered that the Territories to which reference had been made had achieved *de facto* self-government. His Government, therefore, had ceased to transmit information on them.

The representative of the United Kingdom informed the Fourth Committee that there could be no question of his Government having ceased to transmit information to the United Nations on a Territory on which it had never transmitted information.

Some representatives suggested that the Fourth Committee should take note of the fact that the Portuguese Colony of Goa had been liberated as a result of the action taken by India. The Committee took no decision on this question.

At its thirteenth session the Committee on Information, following a discussion of its future work, agreed that subject to limitations of staff and availability of information the Secretariat should prepare studies on: (1) the establishment and growth of central, legislative and executive institutions; (2) the progressive introduction of democratic elections, including freedom of speech and assembly for political parties; (3) the preservation of free and impartial judiciary; (4) the establishment of local government institutions; and (5) the training of local inhabitants for positions of responsibility in the legislative and executive bodies as well as in the public service.

The Committee also agreed that three papers should be prepared on economic conditions relating to government economic policies, economic activities in relation to agriculture, industry, mining and foreign trade and on the impact of these changes on the mass of consumers.

The Committee on Information submitted its report of the thirteenth session for the consideration and approval of the General Assembly and requested it to invite the Secretary-General to transmit the report to the Members of the United Nations responsible for the administration of the Non-Self-Governing Territories, to the Economic and Social Council, to the regional economic commissions, to the Trusteeship Council, to the Committee of Seventeen and to the specialized agencies concerned, for their consideration.

(*b*) POLITICAL DEVELOPMENT

At the sixteenth session of the General Assembly, the Fourth Committee had before it a request from Mr. Cheddi Jagan, Premier of British Guiana, to appear before the Committee. The Committee agreed without objection to hear Mr. Jagan, leaving open the capacity in which he would appear before it.

The representative of the United Kingdom expressed reservations concerning the hearing of the Premier of British Guiana as a petitioner, as such a hearing would constitute a precedent and lead to serious consequences. He stated that if the Committee decided to hear Mr. Jagan as a petitioner his delegation would refrain from taking part in the ensuing discussions.

Some representatives pointed out that the United Nations Charter had provision for the hearing of petitioners from Trust Territories only and not from Non-Self-Governing Territories. They suggested that the Premier of British Guiana could appear as a member of the United Kingdom delegation. Following further debate, the Chairman ruled that the Committee would hear Mr. Jagan as a petitioner, as he had expressed the wish to appear in that capacity.

Mr. Jagan described conditions in British Guiana and the talks he had had with representatives of the United Kingdom Government. He concluded that his hope largely resided in General Assembly resolution 1514 (XV) of 14 December 1960 and in resolution 1654 (XVI) of 27 November 1961, which established a Special Committee to make recommendations on the implementation of the Declaration on the granting of independence to colonial countries and peoples.

The Fourth Committee considered a fifteen-Power draft resolution which would have the General Assembly: (1) request the Governments of the United Kingdom and British Guiana to resume negotiations immediately with a view to reaching agreement on the date of independence for British Guiana; (2) request the Special Committee appointed by the General Assembly, under resolution 1654 (XVI) of 27 November 1961, to consider the question of independence for British Guiana and to report to the General Assembly at its seventeenth session.

The Fourth Committee decided to postpone further consideration of the draft resolution until the resumed session of the sixteenth session in 1962.

At the resumed session the representative of Venezuela referred to the dispute between Venezuela and the United Kingdom on the demarcation of the boundaries between Venezuela and British Guiana. The representative of the United Kingdom stated that his Government regarded the question of the western frontier of British Guiana as finally settled by the arbitration award, following the treaty of 2 February 1897. He confirmed that his Government had informed the Premier of British Guiana that it was willing to hold a constitutional conference in London in May 1962 to discuss the date and the arrangements to be made for the achievement of independence by British Guiana.

The General Assembly took note of the Fourth Committee's decision to consider the question of British Guiana closed for the sixteenth session in view of the United Kingdom representative's statement.

At the thirteenth session of the Committee on Information, the representative of the United Kingdom stated that the Constitutional Conference on British Guiana, planned for May 1962, had been postponed. If preparatory steps were completed in time the Conference would be held in July 1962.

The General Assembly, in its resolution 1745 (XVI) of 23 February 1962, requested the Special Committee established under resolution 1654 (XVI) to consider whether Southern Rhodesia had attained a full measure of self-government, and to report to the Assembly at its seventeenth session.

The question of Southern Rhodesia was first brought up during the sixteenth session in 1961 and was postponed for further consideration until the resumed session in 1962.

During the Fourth Committee's debate at the resumed session, the representative of the United Kingdom stated that the general policy of his Government had been clearly proclaimed. It had co-operated with the United Nations on the clear condition that there should be no attempt to intervene in the administration of its Territories. He added that the United Kingdom Government did not have the constitutional power or right to require the Government of Southern Rhodesia to provide to the United Kingdom information on economic, social and educational policies. This fact had precluded his Government from transmitting such information to the United Nations.

A number of representatives stated that they could not accept the United Kingdom's position with regard to Southern Rhodesia, where self-government had been given to a European minority and where the vast majority of the indigenous inhabitants did not have the vote.

The Committee on Information, at its thirteenth session, had before it information on government contained in summaries of information relating to 1960, transmitted by Administering Members under Article 73 e of the Charter. Additional information in the political and constitutional fields was supplied by Administering Members at the Committee's meetings.

The Committee welcomed and noted the importance of the decision of the United Kingdom Government to supply the Secretary-General with political information on Territories under its administration. The Committee hoped that in the future additional and more detailed information would be supplied, especially on the activities of the political parties and groups in the Territories. The Committee stated that it would welcome information concerning any plans to group Territories into federations or regional associations, as well as information showing the extent to which the political, administrative and judicial machinery in the Territories was in the hands of the indigenous inhabitants.

Some representatives suggested that information in future should include an indication of further constitutional steps and the approximate dates on which independence was to be granted.

The Committee took note of the policy statements made by the Administering Members with regard to Territories under their respective administrations. It welcomed the information that Jamaica and Uganda would become independent in 1962 and hoped that a date for the independence of British Guiana would soon be set.

The Committee believed that in the development of political institutions in the Territories care should be taken not to impose any particular political system or pattern of institutions, but rather that power should be given to the people to fashion for themselves the institutions which they consider most appropriate to their circumstances.

The Committee noted that in some Territories, such as Northern Rhodesia and Bechuanaland, where there were settlers, the composition of the territorial legislative organs did not reflect the fact that the majority of the population was indigenous and that in these Territories political power was in the hands of a minority group. The Committee believed that these organs should represent the whole population of a Territory and stressed the need for steps to be taken to ensure proper representation for the indigenous inhabitants. The Committee also felt that the system of communal representation which was used in some territorial legislatures had prevented the development of a national spirit.

The Committee noted that in some Territories, such as Bermuda, Northern Rhodesia and Zanzibar, the right to vote was restricted in various ways. The Committee affirmed its belief in universal adult suffrage and urged that wherever they existed, restrictions on the right to vote based on race, sex, or educational or property qualifications, should be removed without delay.

The Committee also drew attention to the posssibility of some of the smaller Territories attaining independence through federations or unions between Territories or States. The Committee noted that such possibilities were already being considered in South-East Asia, the Caribbean and in Africa. It emphasized, however, that such unions or federations should be carried out within the provisions of General Assembly resolution 1541 (XV) and should be the result of the freely expressed wishes of the people.

Recalling the Declaration on the granting of independence to colonial countries and peoples, contained in resolution 1514 (XV), the Committee on Information stressed the urgent need to accelerate the pace of development. It noted, however, that the political and constitutional information supplied by the Administering Members indicated that an institutional basis for the development of self-government existed in most Territories and that progress had been made.

The Committee believed that in addition to examining what was being done in the Territories it should focus its attention on the speed of development.

(c) EDUCATIONAL DEVELOPMENT

At its thirteenth session, the Committee on Information from Non-Self-Governing Territories had before it studies on education prepared by the United Nations Secretariat and some of the specialized agencies, together with the summaries of information for 1960 transmitted by Administering Members under Article 73 e. Additional information was supplied by a number of the Administering Members on educational conditions in the Territories for which they were responsible.

The Committee noted that some progress had been achieved, but that a vast amount of work still remained to be done. It believed that economic and educational progress should go hand in hand and emphasized the need for integration and co-ordination of educational programmes with developments in other fields.

The Committee suggested to Administering Members that there was a need for associating indigenous inhabitants with the planning and execution of educational policy. On the question of the desirability of using "crash" programmes in education in the Territories, representatives expressed varying views; some advocated their use and others felt that such programmes were likely to lower educational standards. The Committee suggested that the specialized agencies concerned might consider the feasibility of such programmes.

The Committee noted that a system of schools, based on racial discrimination, still existed in some Territories, particularly at the primary level. The Committee welcomed efforts being made to eradicate racial discrimination, but regretted that these efforts were mainly confined to the secondary and higher levels.

In the field of primary education the Committee on Information noted that effective measures had not been initiated in most Territories to achieve the goal of universal, free and compulsory education, at least in the elementary stages.

With regard to secondary and higher education, the Committee emphasized the urgent need to expand facilities. It agreed that, where a single native language existed in a Territory, the competent authorities should develop that language with a view to its being used as a medium of instruction, if the people so desired. Educational authorities, the Committee observed, should guard against any tendency to lower standards in their efforts to increase secondary school enrolments.

The Committee recommended that agricultural education should have an important place in the curricula of schools. In most Territories facilities for technical and vocational training were available, but the Committee noted that, generally, they were inadequate in number and scope.

The Committee expressed the view that the shortage of teachers at all levels constituted one of the main obstacles to educational advancement in many Territories. On the question of the financing of education, the Committee was concerned with the difficulties experienced in the Non-Self-Governing Territories in meeting the high cost of education. The Committee believed, however, that Administering Members who had a special responsibility in these Territories would have to bear the major part of the cost. As the problem was of such magnitude, the Committee added, it might also be advisable to seek international assistance.

The Committee expressed its concern with regard to the wide-spread illiteracy among the populations of most Non-Self-Governing Territories. Recognizing the measures which had been taken to improve the situation, it expressed its belief that, in a balanced programme of educational advancement, the eradication of illiteracy and the education of adults for the fullest participation in the life of the community must be recognized as one of the major objectives.

The Committee stated that the programmes which are needed for the eradication of illiteracy and the promotion of adult education, if they are to be fully effective, must be linked with purposeful programmes of community development, which in turn should be co-ordinated with, and form part of, other essential plans for economic and social development.

The Fourth Committee, at the sixteenth session of the General Assembly, did not examine educational conditions in Non-Self-Governing Territories in detail. However, the Committee had before it that part of the report of the Committee on Information from Non-Self-Governing Territories (twelfth session) which dealt with education.

(*d*) Economic advancement

At the Assembly's sixteenth session, the Fourth Committee had before it the report of the Committee on Information on its twelfth session, which dealt, in part, with economic advancement. Also available to the Committee were summaries of information supplied by Administering Members under Article 73 e of the Charter.

At its thirteenth session, held from 23 April to 23 May 1962, the Committee on Information recalled the objectives of economic policy it had formulated in 1954 and re-stated in 1960. These objectives were to develop the Non-Self-Governing Territories in the interest of all sectors of the population, to raise the standards of living and to increase the wealth of each Territory in order to make possible the achievement of a higher standard of social services and administration. In assessing the progress towards these objectives, the Committee took note of the initiation of plans to promote the economic and social development in a number of Territories.

Agriculture continued to play a dominant role in the economies of almost all the Territories. The Committee believed that the expansion of this sector of the economy offered the best prospect of wide-spread and effective results. In its view, greater diversity of agricultural production, both for domestic consumption and for export, should be a major aim of agricultural policy in many Territories.

The Committee noted the efforts being made in a number of Territories to reform land tenure systems. In view of the difficulties of promoting agricultural development on the basis of traditional land systems, the Committee believed that steps should be taken to replace these systems by others based on individual ownership. The Committee stated that Administering Members could render valuable assistance in the development of agriculture through the improvement of transport and communications, the provision of credit facilities, the organization and extension of co-operatives, and through general extension work for the improvement of existing techniques and the introduction of new ones to raise yields. The Committee recognized that one of the obstacle to economic development was the resistance to change apparent in many traditional social systems.

In the Committee's view, the goal of economic independence would not be achieved, as long as the economy of the Territories was largely based on primary industries alone. It emphasized the urgency of encouraging and establishing secondary industries wherever conditions were favourable.

(*e*) Social advancement

At the sixteenth session of the General Assembly, the Fourth Committee considered the report on social advancement prepared by the Committee on Information at its twelfth session. A number of representatives agreed with the conclusion of the Committee on Information that, taking into consideration the importance of rural populations and of agriculture, any advance in the standard of living could only be brought about by increasing the productivity of the soil and improving agricultural methods. They stressed the importance of security of land tenure, agricultural credit and low-cost housing. They noted that, although social conditions had not changed significantly, Administering Authorities had expanded public services and facilitated the increasing participation of indigenous inhabitants in the administration of those services. They added that little had been done to increase the participation of the inhabitants in the process of transforming a subsistence economy into modern economy.

The General Assembly, in resolution 1694 (XVI) of 19 December 1961, approved the report on social advancement prepared in 1961 by the Committee on Information and invited the Secretary-General to transmit the report to Members of the United Nations responsible for the administration of Non-Self-Governing Territories, to the Economic and Social Council, to regional economic commissions, to the Trusteeship Council and to the specialized agencies concerned, for their considerations. The Assembly expressed its confidence that the Administering Members would bring the report to the attention of the appropriate authorities.

In its discussions of social conditions in Non-Self-Governing Territories, the Committee on Information at its thirteenth session considered that in the field of rural development wider participation of the rural population in the utilization of available resources could be achieved through co-ordinated economic, social and educational measures. In this task it suggested that indigenous personnel should be used. It concurred with the views of the ILO that what the peasant community might need most in order to raise its output and income was a share of the advantages of technological progress and that deliberate efforts were needed to help farmers and other rural workers to improve their work methods and receive appropriate vocational training.

The Committee on Information regretted that the scope of rural development programmes in many Territories had been limited. Progress had been made in stimulating and directing self-help through community development and other schemes. It noted, however, that greater efforts were required in order that all Territories might plan and put into effect comprehensive regional and territorial programmes for the more effective utilization of rural resources. The Committee observed that the efforts on the territorial, regional and international levels had led to an improvement of health conditions in dependent Territories. It welcomed the expansion in the amount of aid provided by WHO, in the scope of WHO's activities and in the number of Territories which had been assisted by that agency. The Committee emphasized the role community development and adult education could play in the improvement of health in Non-Self-Governing Territories.

4. Questions concerning information on Territories under Portuguese administration

The Fourth Committee, at the sixteenth session of the General Assembly, considered Portugal's non-compliance with Chapter XI of the United Nations Charter and with Assembly resolution 1542 (XV) of 15 December 1960, which requested Portugal to transmit information on conditions in its Territories, in accordance with the provisions of Chapter XI of the Charter. In this resolution the Assembly also invited Portugal to participate in the work of the Committee on Information from Non-Self-Governing Territories.

The Fourth Committee decided that certain photographs relating to Angola, submitted by the representatives of Guinea and Portugal, should be displayed before the Committee. Some representatives took the view that the exhibition of official Portuguese photographs should be considered the beginning of the transmission of information by Portugal, under Article 73 e of the Charter.

In the course of the Fourth Committee's debates, the representative of Dahomey stated that, in accordance with the decision of the President of the Republic of Dahomey, the occupation by Portugal of the fort of São João Batista de Ajudá, situated at Ouidah, Dahomey, had been terminated. He added that São João Batista de Ajudá should no longer be included in the list of Territories administered by Portugal, appearing in paragraph 1 of Assembly resolution 1542 (XV).

The representative of Portugal asked on what grounds Dahomey had based its decision and whether Dahomey had respected principles VI to IX, annexed to Assembly resolution 1541 (XV), which should guide Members in determining whether or not an obligation existed to transmit the information called for in Article 73 of the Charter of the United Nations. He asked whether São João Batista de Ajudá had expressed a wish to associate freely with Dahomey and whether the provisions of principle VIII, contained in the annex to Assembly resolution 1541 (XV), which dealt with integration of a Non-Self-Governing Territory with an independent State, had been applied.

The representative of Dahomey replied that Portugal's claim that its Territories were "overseas provinces" was baseless and that that claim disregarded Assembly resolution 1514 (XV) containing the Declaration on the granting of independence to colonial countries and peoples.

A number of representatives were of the view that the evolution of the colonial problem would present little difficulty if Portugal did not question the competence of the General Assembly, which had made decisions regarding Portuguese Territories only after careful consideration and not through a new interpretation of the United Nations Charter. They maintained that the obligations of Administering Members under Chapter XI of the Charter had already been defined and interpreted by the Fourth Committee and that there should no longer be any doubt as to their meaning and scope.

A number of representatives regretted that Portugal had not reconsidered its position with regard to its Territories. They affirmed that they could not recognize Portugal's right to create "overseas provinces" unilaterally.

The principles formulated by the Special Committee of Six on the Transmission of Information under Article 73 e of the Charter and contained in the annex to Assembly resolution 1541 (XV) stated unequivocally that the obligations in that Article were applicable to all Non-Self-Governing Territories in the sense of Chapter XI of the Charter.

Some representatives maintained that there could be no objection to the establishment of a political or other relation between the metropolitan country and its territories, provided that the relationship was established in accordance with the wishes of the peoples of those Territories, freely expressed after they had achieved independence.

The representative of Portugal claimed that, as in previous debates in the Fourth Committee, an attempt was being made to apply Article 73 to Portugal. Portugal had already presented the legal, procedural and constitutional reasons for its position with regard to that Article. Some representatives, he said, in a new interpretation of Chapter XI, had implied that this Chapter would cease to be a voluntary declaration and the exclusive responsibility of Member States and would become an obligation imposed by the General Assembly. Such an interpretation would be contrary to Articles 73 and 74 and would violate the principles of Article 2, paragraph 7, which expressly denied the United Nations the right to intervene in matters which were essentially within the domestic jurisdiction of any State. This new interpretation, he added, would render inoperative the constitutional reservations of Article 73 e.

The representative of Portugal continued that no State would be prepared to submit itself to resolutions adopted by a majority whose wishes might change from year to year and to resolutions which contradicted the spirit and letter of the Charter. He stated that the Sub-Committee of Six, which had defined the principles which should guide Members in determining whether or not an obligation existed to transmit information, had allowed itself to be guided almost exclusively by political considerations, instead of carrying out an exhaustive study of the matter based on legal grounds. The fundamental flaw was that this Sub-Committee had ignored the opinion of the International Court of Justice that the question of an interpretation of the provisions of the Charter of the United Nations was a legal one. In his view, resolution 1542 (XV) was illegal, discriminatory and contrary to the Charter. It was within the framework provided by these realities that Portugal had been compelled to consider the question before the Committee.

A number of representatives deplored the tendency of some Member States to assume that they were not bound by an Assembly resolution because they had not voted for it.

Some representatives pointed out that in adhering to the United Nations Charter Portugal had made no reservations with respect to any of its provisions. They affirmed that it was Portugal and not the Assembly which had attempted to interpret the Charter. The Assembly had merely rejected the Portuguese interpretation and, in so doing, had provided an explanation of the Charter.

The opinion was expressed by some representatives that Portugal could not wage war in Africa or hold her other territories without the support of Members of NATO. A number of representatives of States which were members of NATO replied that this organization had a meticulous regard for the freedom of action of Governments and that it knew no machine-like solidarity, whether on racial or ideological grounds. It was a democratic alliance with the right to disagree with friends and allies. Members of NATO had military obligations towards Portugal, but they had already made clear that arms supplied by them to Portugal were not for use in the latter's "overseas Territories".

Some representatives reserved the positions of their respective Governments with regard to the suggestion that petitioners from Portuguese Territories should be heard by a committee appointed by the Assembly. Such a procedure, they said, should be confined to the Trust Territories, according to the Charter. They urged the Fourth Committee to "deplore" Portugal's non-compliance rather than to "condemn" it.

The General Assembly, in resolution 1699 (XVI) of 20 December 1961, condemned the continuing non-compliance by Portugal with its obligations under Chapter XI of the Charter and with the terms of Assembly resolution 1542 (XV). It decided to establish a Special Committee of Seven to examine such information as was available concerning Portuguese Territories and to prepare a report for its consideration, and any other body it may appoint. The Assembly requested the Secretary-General to prepare background papers on conditions in these Territories and authorized the Committee to receive petitions and hear petitioners. In addition, it requested Member States to deny Portugal any support and assistance which it might use for the suppression of the peoples of its Territories.

The General Assembly elected Bulgaria, Ceylon, Cyprus, Colombia, Guatemala, Guinea and Nigeria as members of the Special Committee on Territories under Portuguese administration.

5. Racial discrimination

The Fourth Committee, at the sixteenth session of the General Assembly, dealt with the question of racial discrimination in Non-Self-Governing Territories in the course of its consideration of the report of the Committee on Information at its twelfth session. In the course of the debate Administering Members described steps that had been taken in Territories under their administration with regard to race relations.

A number of representatives deplored the fact that the recommendations contained in Assembly resolution 1536 (XV) of 15 December 1960 had not been complied with, although Administering Members had announced that it was the policy of their respective Governments to reject racial discrimination in all its forms. Some representatives acknowledged the efforts made by Administering Members to abolish or lessen racial discrimination, but added that immediate action must, nevertheless, be taken.

The representative of Australia stated that his Government had not been able to carry out literally the recommendations contained in Assembly resolution 1536 (XV). The task of surveying existing legislation could not be undertaken immediately. His Government had reservations concerning the impracticability of introducing adult suffrage in Papua and New Guinea at the present time. He suggested that the Fourth Committee should not suggest that Administering Members had failed completely to comply with resolution 1536 (XV), which was not the case.

The General Assembly, in resolution 1698 (XVI) of 19 December 1961, condemned the policy and practice of racial discrimination in Non-Self-Governing Territories and urged Administering Members to include among the measures that would contribute to the implementation of the Declaration on the granting of independence to colonial countries and peoples, steps to ensure: (1) the immediate revocation of all laws and regulations which tend to encourage or sanction, directly or indirectly, discriminatory policies and practices based on racial considerations, the adoption of legislative measures making racial discrimination and segregation punishable by law; and the discouragement of such practices based on racial considerations by all other means possible, including administrative measures; (2) the immediate extension to all inhabitants of the full exercise of basic political rights, in particular, the right to vote, and the establishment of equality among inhabitants of Non-Self-Governing Territories. The Assembly requested the Secretary-General to take measures for the immediate and large-scale dissemination of this resolution in the Non-Self-Governing Territories.

6. Preparation and training of indigenous civil and technical cadres

The Fourth Committee, at the sixteenth session of the General Assembly, in its consideration of the preparation and training of indigenous civil and technical cadres, had before it the report of the Committee on Information at its twelfth session and a paper on this subject prepared by the United Nations Secretariat.

A number of Administering Members informed the Fourth Committee that, while the process of training indigenous personnel had been slow, they had, in compliance with Assembly resolution 1534 (XV), supplied special information on the steps they had taken in the field of training just before or during the twelfth session of the Committee on Information in April 1961.

Some representatives referred to the lack of adequate training of indigenous personnel and the scarcity of information on the subject from Administering Members.

A number of representatives stated that five basic factors should be kept in mind in approaching the question of the training of indigenous cadres: (1) the Administering Members should give the highest priority to education; (2) the Administering Members should co-operate in the United Nations scheme for the training of civil servants in dependent Territories and the scheme itself should be expanded; (3) training facilities in the Territories themselves should be increased and adapted to suit local conditions; (4) in-service training should be organized; (5) training programmes must be judged by their results. These representatives suggested that greater use could be made of training facilities in universities and similar institutions abroad.

The General Assembly, in resolution 1697 (XVI) of 19 December 1961, considered that the situation prevailing in the various dependent Territories in respect of the strength, composition and the state of training of indigenous civil service and technical personnel was unsatisfactory. The Assembly urged Administering Members to take all necessary measures immediately to increase the strength of these services and accelerate the training of their personnel and invited Administering Members to make fuller use of the United Nations technical assistance programme for training in public administration and related fields. The Assembly also requested Administering Members to send detailed information on these questions to the Committee on Information at its next session in 1962.

At its thirteenth session, the Committee on Information noted the measures that were being taken by Administering Members in the field of training indigenous civil and technical cadres. In view of the urgent need for qualified personnel the Committee urged the Administering Members to intensify their efforts. The Committee believed that the solution of the problem depended to a large extent on an expansion of facilities for secondary and higher education and for technical and vocational training.

7. Dissemination of information on the United Nations

The Fourth Committee, at the Assembly's sixteenth session, had before it a report by the Secretary-General regarding the dissemination of information on the United Nations in Non-Self-Governing Territories, prepared in accordance with General Assembly resolution 1538 (XV) of 15 December 1960.

The report contained information transmitted under Article 73 e of the Charter, with particular reference to the dissemination of information on the United Nations, and supplementary data on the activities of the United Nations Office of Public Information with regard to Non-Self-Governing Territories. The report reviewed the quantity, quality and content of the material distributed in the Territories and noted the action taken by the Secretary-General towards the establishment of information centres there. The report noted that information was scarce on the scope of the dissemination of information in some Territories.

The Assembly, in resolution 1695 (XVI) of 19 December 1961, invited the Administering Members to take immediate steps for the widest possible circulation and dissemination in the Non-Self-Governing Territories of the Declaration on the granting of independence to colonial countries and peoples (1514 (XV)), and requested the Secretariat to ensure the immediate large-scale circulation and dissemination of the Declaration through all the appropriate media of mass communication, in all these Territories. The Assembly invited the Administering Members to take immediate steps for the inclusion of the Declaration on independence in the curricula of all educational institutions in the Territories. The Assembly also requested the Secretary-General to prepare a report on the implementation of this resolution for its seventeenth session.

8. International collaboration for economic, social and educational advancement

(a) INTERNATIONAL COLLABORATION AND TECHNICAL ASSISTANCE

At its thirteenth session, the Committee on Information from Non-Self-Governing Territories had before it a report on international collaboration for economic, social and educational advancement prepared by the Secretariat under General Assembly resolution 220 (III) of 3 November 1948. This report included information on international technical assistance. Separate reports prepared by UNESCO and WHO on their activities in the Non-Self-Governing Territories were also before the Committee.

The Secretariat report dealt with decisions of the Economic and Social Council and studies made under its auspices which were of particular interest to the Non-Self-Governing Territories, and the activities of regional commissions, international technical assistance activities, and the activities of the United Nations Special Fund and the International Bank for Reconstruction and Development in relation to the Non-Self-Governing Territories.

Some Administering Members described to the Committee the technical assistance received by Territories under their administration in response to General Assembly resolution 444 (V) of 12 December 1950.

A number of non-administering members expressed their appreciation of the work being done by the specialized agencies in Non-Self-Governing Territories.

The Secretariat report showed that $981,089 was allocated to approximately twenty-four Non-Self-Governing Territories for 1962 under the United Nations Expanded Programme of Technical Assistance. Under the United Nations regular programme these Territories will receive an additional allocation of $111,200.

These programmes of technical assistance, according to the Secretariat report, will require the services of eighty-five experts, mainly in the field of health, and the award of 121 scholarships and fellowships. The International Bank for Reconstruction and Development made four new loans totalling approximately $42 million to Uganda, British Guiana, Trinidad and Tobago, and Kenya.

The Secretariat report stated that as of January 1962 the Special Fund was giving assistance totalling $6,007,400 to nine projects in six Non-Self-Governing Territories (British Guiana $918,000; Malta $601,200; North Borneo $769,900; Federation of Rhodesia and Nyasaland $1,341,300; the West Indies, for the Engineering Faculty of University College, $904,000; Uganda $1,473,000).

(*b*) OFFERS OF STUDY AND TRAINING FACILITIES

The Secretary-General submitted to the Fourth Committee, at the General Assembly's sixteenth session, a report on offers of studies and training facilities in accordance with General Assembly resolution 1540 (XV). The report contained information on offers made since 1958 by twenty-four Member States for students in some twenty-seven Non-Self-Governing Territories. The report also reviewed the use which had been made by the recipients of the awards.

The Assembly, in resolution 1696 (XVI) of 19 December 1961, took note of the Secretary-General's report, reaffirmed resolution 1540 (XV) of 15 December 1960, and invited the Administering Members once again to take all necessary steps to ensure that all scholarships and training facilities offered were utilized and to render effective assistance to those persons who have applied for or have been granted scholarships, particularly with regard to facilities for travel. Referring to simplified procedures, the Assembly requested that applications from the Non-Self-Governing Territories be transmitted simultaneously to the offering States for consideration and to the Administering Member concerned for information.

C. QUESTION OF SOUTH WEST AFRICA

The former Committee on South West Africa, which had been requested by the General Assembly, in resolution 1596 (XV) of 7 April 1961, to go to South West Africa to investigate the situation prevailing in the Territory, with the co-operation of the South African Government if possible and without it if necessary, reported to the General Assembly on its efforts to implement the resolution concerning the steps which should be taken to enable the indigenous inhabitants of the Territory to achieve a wide measure of internal self-government designed to lead them to complete independence as soon as possible.

The South African Government refused to co-operate with the Committee or to grant visas to its members to enable them to enter South Africa for the purpose of discussing the matter with representatives of the Government. As an alternative to an on-the-spot inquiry, the Committee met during June and July 1961 with political and other refugees from South West Africa in Accra, Dar es Salaam and Cairo, as well as with Government officials and others.

After meeting in Accra with political refugees from South Africa and South West Africa and with officials of the Ghana Government, the Committee, by a telegram of 5 July 1961, brought to the attention of the Secretary-General the explosive situation resulting from the attitude taken by the South African Government, and stated that it considered it of the utmost urgency that Member States be notified of the imminent threat which the degenerating situation in South West Africa posed to international peace and security.

The Committee was subsequently informed that the South African Government, by letter of 7 July 1961 to the Secretary-General, had stated that it would be obliged to prevent any attempt by the Committee or members of its party from crossing the South West Africa border and that such an attempt to enter the Territory after visas had been refused "would involve the United Nations in an act of aggression". From other sources, the Committee also learned that South African police patrols had been established along the border of Bechuanaland and South West Africa to prevent the Committee from entering the Territory. In the circumstances, the Committee considered that it had been confronted with a situation of force that necessitated the intervention of competent organs of the United Nations to enable it to discharge the task assigned to it. Meanwhile, visa and other facilities granted the Committee to enable it to visit the neighbouring territory of Bechuanaland for the purpose of interviewing Herero residents of the area originally from South West Africa and other South West Africans who might contact the Committee, were withdrawn by the United Kingdom Government when the Committee, while reaffirming its purpose in visiting Bechuanaland, declined to confirm the United Kingdom Government's understanding that it was not the Committee's intention to enter South West Africa without the permission of the South African Government.

During its meetings with political refugees from South West Africa in Dar es Salaam and Cairo, the Committee was further informed concerning military preparations being carried out in the Mandated Territory and the reactions of Africans. Before leaving Cairo, the Committee, by telegraphic letter of 25 July 1961, informed the President of the Security Council of the situation, stating that it considered it urgent that the Security Council be convened in order to take action to enable the Committee to implement the Assembly resolutions fully so as to bring the explosive situation in relation to South West Africa to a speedy end.

During the sixteenth session of the General Assembly, the Minister of Foreign Affairs of the South African Government took issue with a number of statements contained in the Committee's special report on its mission, and in particular with the charge that the situation in South West Africa posed a threat to international peace and security. Having earlier been prepared, while rejecting the Committee's entry into South West Africa, to invite a person of international standing to the Territory to prove that no such threat existed, the Minister of Foreign Affairs announced his Government's intention of inviting three past Presidents of the General Assembly to visit the Territory and of publishing their report and making it available to the General Assembly.

After considering the Committee's special and annual reports, as well as South Africa's proposed invitation to three past Assembly Presidents and the views expressed by petitioners appearing before the Fourth Committee, the General Assembly, on 19 December 1961, adopted resolution 1702 (XVI) by which it solemnly proclaimed the inalienable right of the people of South West Africa to independence and national sovereignty and established a United Nations Special Committee for South West Africa, consisting of seven members nominated by the President of the General Assembly.

The Special Committee was given the task of achieving, in consultation with the Mandatory Power, the following objectives: a visit to the Territory of South West Africa before 1 May 1962; the evacuation of all South African military forces from the Territory; the release of all political prisoners without distinction as to party or race; the repeal of all laws or regulations confining the indigenous inhabitants in reserves and denying them freedom of movement, expression and association, and of all other *apartheid* legislation; preparations for general elections to the Legislative Assembly, based on universal adult suffrage, to be held as soon as possible under the supervision and control of the United Nations; advice and assistance to the Government resulting from the general elections, with a view to preparing the Territory for full independence; co-ordination of the economic and social assistance provided by the specialized agencies; and the return to the Territory of indigenous inhabitants without risk of imprisonment, detention, or punishment of any kind because of their political activities in or outside the Territory. The Special Committee was also called upon to discharge the tasks previously assigned to the Committee on South West Africa with respect to the annual examination of conditions in the Territory and of petitions.

At the same time, the Assembly, *inter alia*, requested all Member States to do everything in their power to help the Special Committee to accomplish its task and to refrain from any act likely to delay or prevent the application of the resolution, and requested the Special Committee to keep the Security Council, the Secretary-General and the Committee of Seventeen informed of its activities and of any difficulties it encountered.

In addition, the General Assembly, by resolution 1705 (XVI) endorsed the recommendations of the Committee on South West Africa that a special intensive type of fellowship programme be organized to train the largest possible number of indigenous inhabitants of the Territory in the functions and techniques of administration and in the fields of economics, law, health and sanitation, and such other fields as necessary. It decided to establish such a training programme and invited the specialized agencies to co-operate in its establishment and implementation. The Assembly also invited Member States to make available for the use of South West Africans all-expense scholarships for secondary and higher education, and to inform the Secretary-General of any scholarships offered and of awards made and utilized. The Secretary-General was asked to report on the implementation of the resolution to the General Assembly at its regular session.

By resolution 1703 (XVI) of 19 December 1961 on petitions relating to South West Africa, the General Assembly urgently called upon the South African Government and the territorial Administration to desist from further acts of force in the Mandated Territory designed either to suppress African political movements or to enforce *apartheid* measures, to refrain from vexatious prosecutions of Africans on political grounds, and to ensure the free exercise of political rights and freedom of expression to all sections of the population. By the same resolution, the Assembly drew the attention of the petitioners concerned to the report of the Committee on South West Africa on conditions in the Territory and to its special report, as well as to the action taken on these reports by the Assembly.

In view of the establishment of the United Nations Special Committee for South West Africa, the General Assembly, by resolution 1704 (XVI), decided to dissolve the Committee on South West Africa. The resolution recorded the Assembly's appreciation of the Committee's unremitting efforts on behalf of the people of South West Africa and its contribution to the attainment of the objectives of the United Nations.

On 5 March 1962, the President of the General Assembly appointed the following seven Member States as members of the United Nations Special Committee for South West Africa: Brazil, Burma, Mexico, Norway, the Philippines, Somalia and Togo.

Early 1962 saw a new development concerning the question of South West Africa. Following informal approaches made by the Chairman of the new Special Committee and a formal communication from the Committee as a whole, the South African Government, by letter of 11 April 1962, invited the Chairman and Vice-Chairman of the Committee to visit South Africa as guests of the Government. The invitation was extended with the assurance of the Government that it would be prepared, without prejudice to its previous position on the question of South West Africa, to enter informally into a review of the matter at issue between the United Nations and the South African Government. If, as a result of these discussions, it should appear advisable that the Chairman and Vice-Chairman should also visit South West Africa for the purpose of acquainting themselves with the Territory and its peoples, the letter of invitation stated, such a visit could be arranged.

The Special Committee authorized the acceptance of the invitation and the Chairman and Vice-Chairman arrived in South Africa on 5 May 1962.

Chapter VI

LEGAL QUESTIONS

1. International Court of Justice

(a) JURISDICTION OF THE COURT

Acceptance of compulsory jurisdiction

Since the last annual report, no State has deposited a declaration recognizing as compulsory the jurisdiction of the International Court of Justice in accordance with Article 36, paragraph 2, of the Statute of the Court, nor have any declarations of acceptance of the compulsory jurisdiction of the Court, which have expired by effluxion of time, been renewed.

New parties to the Statute of the Court

During the period under review, the following four States were admitted to membership in the United Nations: Sierra Leone, on 27 September 1961, the Mongolian People's Republic and the Islamic Republic of Mauritania, on 27 October 1961 and Tanganyika on 14 December 1961. They thereby became parties to the Statute of the Court, Article 93 of the Charter providing that all Members of the United Nations are *ipso facto* parties to the Statute of the International Court of Justice.

Instruments conferring jurisdiction on the Court

The following treaties and other instruments registered or filed and recorded with the Secretariat of the United Nations contain clauses conferring jurisdiction on the International Court of Justice in certain eventualities:

Agreement between the Netherlands and Guinea concerning air transport (signed at Conakry on 9 March 1960);

Exchange of notes (exchanged at Reykjavik on 11 March 1961) constituting an agreement settling the Fisheries Dispute between the Government of Iceland and the Government of the United Kingdom of Great Britain and Northern Ireland;

Convention on the Contract for the International Carriage of Goods by Road (multilateral—done at Geneva on 19 May 1956);

Convention of establishment between the United States of America and France (signed at Paris on 25 November 1959);

Antarctic treaty (multilateral—signed at Washington on 1 December 1959);

Treaty of Friendship and Commerce between the United States of America and Pakistan (signed at Washington on 12 November 1959);

Agreement between Belgium and Switzerland concerning air services (signed at Berne on 24 March 1960);

Constitution of the International Rice Commission, as amended (amendments adopted by the International Rice Commission on 19 November 1960 and approved by the Conference of the Food and Agriculture Organization on 23 November 1961);

Agreement for the Establishment of Indo-Pacific Fisheries Council, as amended (amendments adopted by the Indo-Pacific Fisheries Council on 20 January 1961 and approved by the Conference of the Food and Agriculture Organization on 23 November 1961);

Treaty of Friendship and Commerce between Pakistan and Japan (signed at Tokyo on 18 December 1960);

Treaty of amity and economic relations between the United States of America and the Republic of Viet-Nam (signed at Saigon on 3 April 1961).

Jurisdiction of the Court in advisory cases

The Agreement on the relationship between the United Nations and the International Development Association, approved by the General Assembly of the United Nations on 27 March 1961 and by the Board of Governors of the Association on 24 February 1961, provides that the United Nations and the Association have the same rights and obligations towards each other as the United Nations and the International Bank for Reconstruction and Development under the agreement approved by the General Assembly on 15 November 1947, and that the Agreement between the United Nations and the Bank shall, *mutatis mutandis,* govern the relationship between the United Nations and the Association. Consequently the International Development Association is authorized by the General Assembly to request advisory opinions of the International Court of Justice on any legal questions arising within the scope of the Association's activities other than questions relating to the relationship between the Association and the United Nations or any specialized agency, such authority having been granted to the Bank in article VIII of its Agreement with the United Nations.

(b) CASES BEFORE THE COURT

Case concerning the Temple of Preah Vihear
(Cambodia *v.* Thailand)

On 15 June 1962 the International Court of Justice delivered its Judgement in the case concerning the

Temple of Preah Vihear (Merits) between Cambodia and Thailand.

Proceedings were instituted on 6 October 1959 by an Application of the Government of Cambodia; the Government of Thailand having raised two preliminary objections, the Court, by its Judgement of 26 May 1961, found that it had jurisdiction.

The annual reports for the previous two years contain an account of the facts and the initial proceedings in the case.

In its Judgement on the merits, the Court found that the subject of the dispute was sovereignty over the region of the Temple of Preah Vihear. This ancient sanctuary, partially in ruins, stood on a promontory of the Dangrek range of mountains which constituted the boundary between Cambodia and Thailand. The dispute had its *fons et origo* in the boundary settlements made in the period 1904-1908 between France, then conducting the foreign relations of Indo-China, and Siam. The application of the Treaty of 13 February 1904, in particular, was involved. That Treaty established the general character of the frontier, the exact boundary of which was to be delimited by a Franco-Siamese Mixed Commission.

In the eastern sector of the Dangrek range, in which Preah Vihear was situated, the frontier was to follow the watershed line. For the purpose of delimiting that frontier it was agreed, at a meeting held on 2 December 1906, that the Mixed Commission should travel along the Dangrek range carrying out all the necessary reconnaissance, and that a survey officer of the French section of the Commission should survey the whole of the eastern part of the range. It had not been contested that the Presidents of the French and Siamese sections had duly made this journey, in the course of which they had visited the Temple of Preah Vihear. In January-February 1907, the President of the French section had reported to his Government that the frontier-line had been definitely established. It therefore seemed clear that a frontier had been surveyed and fixed, although there was no record of any decision and no reference to the Dangrek region in any minutes of the meetings of the Commission after 2 December 1906. Moreover, at the time when the Commission might have met for the purpose of winding up its work, attention was directed towards the conclusion of a further Franco-Siamese boundary treaty, the Treaty of 23 March 1907.

The final stage of the delimitation was the preparation of maps. The Siamese Government, which did not possess adequate technical means, had requested that French officers should map the frontier region. These maps were completed in the autumn of 1907 by a team of French officers, some of whom had been members of the Mixed Commission, and they were communicated to the Siamese Government in 1908. Amongst them was a map of the Dangrek range showing Preah Vihear on the Cambodian side. It was on that map (filed as annex I to its Memorial) that Cambodia had principally relied in support of its claim to sovereignty over the Temple. Thailand, on the other hand, had contended that the map, not being the work of the Mixed Commission, had no binding character; that the frontier indicated on it was not the true watershed line and that the true watershed line would place the Temple in Thailand; that the map had never been accepted by Thailand or, alternatively, that if Thailand had accepted the map, it had done so only because of a mistaken belief that the frontier indicated corresponded with the watershed line.

The annex I map was never formally approved by the Mixed Commission, which had ceased to function some months before its production. While there could be no reasonable doubt that it was based on the work of the surveying officers in the Dangrek sector, the Court nevertheless concluded that, in its inception, it had no binding character. It was clear from the record, however, that the maps were communicated to the Siamese Government as purporting to represent the outcome of the work of delimitation; since there was no reaction on the part of the Siamese authorities, either then or for many years, they must be held to have acquiesced. The maps were moreover communicated to the Siamese members of the Mixed Commission, who said nothing, to the Siamese Minister of the Interior, Prince Damrong, who thanked the French Minister in Bangkok for them, and to the Siamese provincial governors, some of whom knew of Preah Vilhear. If the Siamese authorities accepted the annex I map without investigation, they could not now plead any error vitiating the reality of their consent.

The Siamese Government and later the Thai Government had raised no query about the annex I map prior to its negotiations with Cambodia in Bangkok in 1958. But in 1934-1935 a survey had established a divergence between the map line and the true line of the watershed, and other maps had been produced showing the Temple as being in Thailand: Thailand had nevertheless continued also to use and indeed to publish maps showing Preah Vihear as lying in Cambodia. Moreover, in the course of the negotiations for the 1925 and 1937 Franco-Siamese Treaties, which confirmed the existing frontiers, and in 1947 in Washington before the Franco-Siamese Conciliation Commission, it would have been natural for Thailand to raise the matter: it did not do so. The natural inference was that she had accepted the frontier at Preah Vihear as it was drawn on the map, irrespective of its correspondence with the watershed line. Thailand had stated that having been, at all material times, in possession of Preah Vihear, it had had no need to raise the matter; Thailand had indeed instanced the acts of its administrative authorities on the ground as evidence that it had never accepted the annex I line at Preah Vihear. But the Court found it difficult to regard such local acts as negativing the consistent attitude of the central authorities. Moreover, when in 1930 Prince Damrong, on a visit to the Temple, was officially received there by the French Resident for the adjoining Cambodian province, Siam failed to react.

From these facts, the Court concluded that Thailand had accepted the annex I map. Even if there were any doubt in this connexion, Thailand was now precluded from asserting that it had not accepted the map since France and Cambodia had relied upon Thailand's acceptance and the latter had for fifty years enjoyed such benefits as the Treaty of 1904 had conferred upon it. Furthermore, the acceptance of the annex I map had caused Thailand to enter the treaty settlement; the Parties had at that time adopted an interpretation of that settlement which caused the map line to prevail over the provisions of the Treaty and, as there was no reason to think that the Parties had attached any special importance to the line of the watershed as such, as compared with the over-riding importance of a final regulation of their own frontiers, the Court considered that the interpretation to be given now would be the same.

The Court therefore felt bound to pronounce in favour of the frontier indicated on the annex I map in the disputed area and it became unnnecessary to consider whether the lines as mapped did in fact correspond to the true watershed line.

For these reasons, the Court upheld the submissions of Cambodia concerning sovereignty over Preah Vihear.

The Court, by nine votes to three, found that the Temple of Preah Vihear was situated in territory under the sovereignty of Cambodia and, in consequence, that Thailand was under an obligation to withdraw any military or police forces or other guards or keepers it had stationed at the Temple or in its vicinity on Cambodian territory.

By seven votes to five, the Court found that Thailand was under an obligation to restore to Cambodia any sculptures, stelae, fragments of monuments, sandstone model and ancient pottery which might, since the date of the occupation of the Temple by Thailand in 1954, have been removed from the Temple or the Temple area by the Thai authorities.

Judge Tanaka and Judge Morelli appended to the Judgement a joint declaration. Vice-President Alfaro and Judge Sir Gerald Fitzmaurice appended separate opinions; Judges Moreno Quintana, Wellington Koo and Sir Percy Spender appended dissenting opinions.

South West Africa Cases (Ethiopia *v.* South Africa; Liberia *v.* South Africa)

These cases were referred to the Court on 4 November 1960 by Applications of the Governments of Ethiopia and Liberia respectively, instituting proceedings against the Government of South Africa. They relate to a dispute between the Applicants and South Africa concerning the continued existence of the Mandate for South West Africa and the duties and performance of South Africa, as Mandatory, thereunder, the Applicants alleging that South Africa has violated and continues to violate certain articles of the Mandate and Article 22 of the Covenant of the League of Nations. The previous annual report contains an account of the facts and the initial proceedings in the cases.

In the period under review the Government of the Republic of South Africa has filed preliminary objections to the jurisdiction of the Court. The written procedure on the preliminary objections has been completed and the cases are ready for hearing on the question of jurisdiction.

Case concerning the Northern Cameroons (Cameroun *v.* United Kingdom of Great Britain and Northern Ireland)

This case was referred to the Court on 30 May 1961 by an Application of the Government of the Republic of Cameroun instituting proceedings against the United Kingdom of Great Britain and Northern Ireland. It concerns the application of the Trusteeship Agreement for the Territory of the Cameroons under British administration, approved by the General Assembly on 13 December 1946, the Government of Cameroun claiming that the United Kingdom as Administering Authority has failed to respect certain obligations flowing therefrom. The annual report for last year contains an account of the facts and the initial proceedings in the case.

In the period under review the Memorial of the Applicant Government was filed and the time-limit for the Counter-Memorial extended to 17 July 1962.

Financial obligations of Members of the United Nations (Article 17, paragraph 2, of the Charter) (request for advisory opinion)

A request for an advisory opinion has been transmitted to the Court by the Acting Secretary-General of the United Nations, in pursuance of a resolution adopted by the General Assembly on 20 December 1961, in connexion with expenditures relating to the United Nations operations in the Congo and the operations of the United Nations Emergency Force.

The question on which the opinion of the Court is asked is the following:

> "Do the expenditures authorized in General Assembly resolutions 1583 (XV) and 1590 (XV) of 20 December 1960, 1595 (XV) of 3 April 1961, 1619 (XV) of 21 April 1961 and 1633 (XVI) of 30 October 1961 relating to the United Nations operations in the Congo undertaken in pursuance of the Security Council resolutions of 14 July, 22 July and 9 August 1960 and 21 February and 24 November 1961, and General Assembly resolutions 1474 (ES-IV) of 20 September 1960 and 1599 (XV), 1600 (XV) and 1601 (XV) of 15 April 1961, and the expenditures authorized in General Assembly resolutions 1122 (XI) of 26 November 1956, 1089 (XI) of 21 December 1956, 1090 (XI) of 27 February 1957, 1151 (XII) of 22 November 1957, 1204 (XII) of 13 December 1957, 1337 (XIII) of 13 December 1958, 1441 (XIV) of 5 December 1959 and 1575 (XV) of 20 December 1960 relating to the operations of the United Nations Emergency Force undertaken in pursuance of General Assembly resolutions 997 (ES-I) of 2 November 1956, 998 (ES-I) and 999 (ES-I) of 4 November 1956, 1000 (ES-I) of 5 November 1956, 1001 (ES-I) of 7 November 1956, 1121 (XI) of 24 November 1956 and 1263 (XIII) of 14 November 1958, constitute 'expenses of the Organization' within the meaning of Article 17, paragraph 2, of the Charter of the United Nations?"

The States Members of the United Nations having been notified that the Court was prepared to receive written statements from them, the following States exercised the right thus made available to them by transmitting to the Court written statements or letters: Australia, Bulgaria, Byelorussian Soviet Socialist Republic, Canada, Czechoslovakia, Denmark, France, Greece, Ireland, Italy, Japan, Netherlands, Portugal, Republic of South Africa, Romania, Spain, Ukrainian Soviet Socialist Republic, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America and Upper Volta.

The Governments of Mexico, Philippines and Poland referred to the points of views expressed by their respective representatives in the course of the debates within the United Nations.

The Court has heard oral statements made on behalf of the Governments of Australia, Canada, Ireland, Italy, the Netherlands, Norway, the Union of Soviet Socialist Republics, the United Kingdom, and the United States of America.

The written and oral proceedings have been completed and the advisory opinion of the Court will be delivered shortly.

(*c*) OTHER ACTIVITIES

A number of instruments registered or filed and recorded with the Secretary-General of the United Nations during the period under review contain provisions conferring upon the President of the Court the power to make certain appointments in eventualities provided for in the instruments. The power is usually that of appointing umpires or arbitrators to arbitration tribunals to be established in the event of disputes between the parties. Examples of such provisions may be found in the following instruments:

Exchange of notes (signed at Monrovia on 6 and 12 September 1960) constituting an agreement between the United States of America and Liberia relating to the guaranty of private investments;

Agreement between Sweden and Yugoslavia concerning air transport (signed at Belgrade on 18 April 1958);

Convention between Belgium and Congo (Leopoldville) concerning the winding up of the Banque Centrale du Congo belge et du Ruanda-Urundi (signed at New York on 15 November 1960);

Contract between the International Atomic Energy Agency, the United States of America and Finland concerning the transfer of enriched uranium for a research reactor (signed at Washington on 23 December 1960 and Vienna on 30 December 1960);

Agreement between the International Atomic Energy Agency, Monaco and the Oceanographic Institute concerning research on the effects of radio-activity in the sea (signed at Paris on 8 March 1961 and Vienna on 10 March 1961);

Agreement between the United Kingdom of Great Britain and Northern Ireland and Indonesia for air services between and beyond their respective territories (signed at London on 23 November 1960);

Agreement between the United States of America and Mexico concerning air transport (signed at Mexico on 15 August 1960);

Agreement between the International Atomic Energy Agency and Norway relating to an Agency project for co-operation in carrying out a joint programme of research in reactor physics with the zero power reactor "Nora" (signed at Vienna on 10 April 1961);

Contract between the International Atomic Energy Agency, Norway and the United States of America for the lease of enriched uranium (signed at Washington on 16 March 1961 and Vienna on 10 April 1961);

Agreement between Belgium and Japan relating to air services (signed at Tokyo on 20 June 1959);

Agreement between France and Cameroun relating to air transport (signed at Paris on 16 June 1961);

Contract between the International Atomic Energy Agency, the United States of America and Yugoslavia for the transfer of enriched uranium for a research reactor (signed at Vienna on 4 October 1961);

Agreement between the International Atomic Energy Agency and Yugoslavia for assistance by the Agency to Yugoslavia in establishing a research reactor project (signed at Vienna on 4 October 1961);

Convention between the United Kingdom of Great Britain and Northern Ireland and the Federal Republic of Germany on social security (signed at Bonn on 20 April 1960);

Administration agreement between the International Bank for Reconstruction and Development, Sudan, Kreditanstalt für Wiederaufbau and the International Development Association (signed at Washington and Frankfurt on 14 June 1961);

Disbursement Agreement between the International Bank for Reconstruction and Development, the International Development Association and Colombia (signed at Washington on 28 August 1961);

Agreement between the United Kingdom of Great Britain and Northern Ireland and Sudan for air services between and beyond their respective territories (signed at Khartoum on 16 January 1961);

Convention between the United Kingdom of Great Britain and Northern Ireland and Turkey on social insurance (signed at Ankara on 9 September 1959);

Contract between the International Atomic Energy Agency, Pakistan and the United States of America for the transfer of enriched uranium and plutonium for a research reactor (signed at Vienna on 5 March 1961);

Agreements concerning assistance concluded between various States and the United Nations Special Fund;

Guarantee agreements and loan agreements concluded by various States with the International Bank for Reconstruction and Development;

Development credit agreements concluded between various States and the International Development Association.

(*d*) COMPOSITION OF THE COURT AND OF THE CHAMBER OF SUMMARY PROCEDURE

There has been no change in the composition of the Court since the last annual report.

On 27 February 1962, the Court constituted its Chamber of Summary Procedure for the ensuing year. The following Members of the Court were elected to form the Chamber:

Members: President Winiarski, Vice-President Alfaro, Judges Badawi, Moreno Quintana and Sir Percy Spender.

Substitute Members: Judges Wellington Koo and Sir Gerald Fitzmaurice.

2. International Law Commission

(*a*) THIRTEENTH SESSION OF THE COMMISSION

The International Law Commission held its thirteenth session at Geneva from 1 May to 7 July 1961. The following information supplements that given in last year's report on the initial phase of the session.

The greater part of the session was again devoted to the subject of consular intercourse and immunities. The Commission had before it the draft articles on that subject which it had provisionally adopted at its preceding session, the comments of nineteen Governments thereon, and a report by the Special Rapporteur, Mr. Jaroslav Zourek, analysing those comments. The Commission revised the articles in the light of the comments, adopted a draft consisting of 71 articles, and recommended that the General Assembly should convene an international conference of plenipotentiaries to study the draft and conclude one or more conventions on the subject.

The Commission appointed Sir Humphrey Waldock as Special Rapporteur for the law of treaties, and held a short general debate on the subject.

Since the General Assembly, by resolution 1505 (XV) of 12 December 1960, had decided to place an item entitled "Future work in the field of the codification and progressive development of international law" on the provisional agenda of its sixteenth session, the Commission, considering that it would be desirable for its members to place their opinions on record for the use of the Sixth Committee of the Assembly, held a general discussion of the matter.

The Commission took note of the report by Mr. F. V. García Amador on the proceedings of the fourth session of the Asian-African Legal Consultative Committee, which he attended as observer of the Commission.

(*b*) CONSIDERATION BY THE GENERAL ASSEMBLY OF THE REPORT OF THE COMMISSION ON THE WORK OF ITS THIRTEENTH SESSION

The report of the International Law Commission on the work of its thirteenth session was considered by the Sixth Committee during the sixteenth session of the General Assembly. The main items discussed were consular relations and immunities and future work in the field of the codification and progressive development of international law. By its resolution 1685 (XVI) of 18 December 1961, the Assembly, *inter alia*: (1) expressed its appreciation to the Commission for its work on consular relations; (2) requested Member States to submit written comments concerning the draft articles by 1 July 1962; (3) decided to convene, at Vienna at the beginning of March 1963, an international conference of plenipotentiaries to consider, on the basis of the Commission's draft and the Assembly's discussions thereof, the question of consular relations and to embody the results in an international convention and such other instruments as it might deem appropriate; and (4) decided to include the item "Consular relations" in the provisional agenda of its seventeenth session to allow further expressions and exchanges of views on the draft articles.

By resolution 1686 (XVI) of 18 December 1961, the General Assembly, *inter alia*: (1) expressed its appreciation to the Commission for the valuable work it had already accomplished in the codification and progressive development of international law; (2) recommended that the Commission continue its work in the field of the law of treaties and of State responsibility, and that it include on its priority list the topic of succession of States and Governments; (3) recommended that the Commission consider at its fourteenth session its future programme of work, and to report on its conclusions; and (4) decided to place on the provisional agenda of its seventeenth session the question entitled "Consideration of principles of international law concerning friendly relations and co-operation among States in accordance with the Charter of the United Nations".

(*c*) ENLARGEMENT OF THE COMMISSION

By a letter of 18 July 1961, the United States of America requested that the question of the enlargement of the International Law Commission be included in the agenda of the sixteenth session of the General Assembly. The question was referred to the Sixth Committee for consideration.

After a discussion the General Assembly decided, by resolution 1647 (XVI) of 6 November 1961, to amend articles 2 and 9 of the Statute of the Commission to provide for a membership of twenty-five rather than twenty-one.

(*d*) ELECTION OF THE MEMBERS OF THE COMMISSION

On 28 November 1961, the General Assembly elected the following twenty-five members of the Commission for a period of five years from 1 January 1962: Mr. Roberto Ago (Italy); Mr. Gilberto Amado (Brazil); Mr. Milan Bartoš (Yugoslavia); Mr. Herbert W. Briggs (United States of America); Mr. Marcel Cadieux (Canada); Mr. Erik Castrén (Finland); Mr. Abdullah El-Erian (United Arab Republic); Mr. Taslim Olawale Elias (Nigeria); Mr. André Gros (France); Mr. Eduardo Jiménez de Aréchaga (Uruguay); Mr. Victor Kanga (Cameroun); Mr. Manfred Lachs (Poland); Mr. Liu Chieh (China); Mr. Antonio de Luna García (Spain); Mr. Luis Padilla Nervo (Mexico); Mr. Radhabinod Pal (India); Mr. Angel Modesto Paredes (Ecuador); Mr. Obed Pessou (Dahomey); Mr. Shabtai Rosenne (Israel); Mr. Abdul Hakim Tabibi (Afghanistan); Mr. Senjin Tsuruoka (Japan); Mr. Grigory I. Tunkin (Union of Soviet Socialist Republics); Mr. Alfred Verdross (Austria); Sir Humphrey Waldock (United Kingdom of Great Britain and Northern Ireland); and Mr. Mustapha Kamil Yasseen (Iraq).

(*e*) QUESTION OF SPECIAL MISSIONS

As stated in last year's report, the United Nations Conference on Diplomatic Intercourse and Immunities adopted on 10 April 1961 a resolution recommending that the General Assembly refer back to the International Law Commission for further study the subject of special missions, on which the Commission had prepared some draft articles which were submitted to the Conference. The matter was discussed by the Sixth Committee. The General Assembly, by resolution 1687 (XVI) of 18 December 1961, requested the Commission, as soon as it considered it advisable, to study further the subject of special missions and to report thereon to the Assembly.

(*f*) PREPARATION FOR THE FOURTEENTH SESSION OF THE COMMISSION

At its thirteenth session the Commission requested its Chairman or if he should be unable to attend, another member appointed by him, to attend, as observer for the Commission, the fifth session of the Asian African

Legal Consultative Committee held in Rangoon from 17 to 26 January 1962. Mr. Radhabinod Pal was appointed by the Chairman for the purpose. He attended the session and submitted to the Commission a report on the proceedings.

Sir Humphrey Waldock, the Special Rapporteur on the law of treaties, submitted his first report on the subject, containing twenty-seven draft articles with commentaries.

The Secretariat submitted a study requested by the Commission on the juridical régime of historic waters, including historic bays, and also a working paper to assist the Commission in its consideration of its future work, which it was requested to consider by General Assembly resolution 1686 (XVI) of 18 December 1961, and a working paper on the question of special missions.

(*g*) FOURTEENTH SESSION OF THE COMMISSION

The fourteenth session of the International Law Commission opened at Geneva on 24 April 1962. The agenda for the session included the following: law of treaties; future work in the field of codification and progressive development of international law (General Assembly resolution 1686 (XVI)); question of special missions (General Assembly resolution 1687 (XVI)); and co-operation with other bodies.

The Commission elected the following officers: Mr. Radhabinod Pal, Chairman; Mr. André Gros, First Vice-Chairman; Mr. Gilberto Amado, Second Vice-Chairman; Mr. Manfred Lachs, Rapporteur.

The Commission began by discussing future work in the field of codification and progressive development of international law. It then took up the law of treaties.

3. United Nations Conference on the Elimination or Reduction of Future Statelessness

The proceedings of the first part of the Conference were described in the annual report for 1958-1959, and the convening of the second part of the Conference was mentioned in last year's report.

The second part of the Conference met at United Nations Headquarters from 15 to 28 August 1961. It was attended by representatives of thirty States, and by observers from two States and one inter-governmental organization.

The second part of the Conference completed the work begun at the first part. On 28 August 1961 it adopted a Convention on the Reduction of Statelessness, containing twenty-one articles, which was opened for signature, subject to ratification, from 30 August 1961 until 31 May 1962; the Convention was also opened for accession. The Conference also adopted a Final Act, to which four resolutions were annexed.

The Final Act was signed on behalf of all States which sent representatives to the second part of the Conference. By 31 May 1962 the Convention had been signed on behalf of four States; no ratifications or accessions have yet been received. The Convention will enter into force two years after the date of the deposit of the sixth instrument of ratification or accession.

4. Question of defining aggression

The proceedings of the first session of the Committee established under General Assembly resolution 1181 (XII) were described in the annual report for 1958-1959. At that session the Committee adopted a resolution adjourning until April 1962 further consideration of the question of determining when it would be appropriate for the General Assembly to consider again the question of defining aggression, unless an absolute majority of the members of the Committee requested an earlier meeting. As there was no such request, the second session of the Committee began on 2 April 1962. It lasted until 9 April, when the Committee adopted a resolution further adjourning consideration of the question until April 1965, unless an absolute majority of the Committee should request an earlier meeting. By the same resolution the Committee asked the Secretary-General to request States admitted to the United Nations since the session of the Committee in 1959 to submit, not later than 1 November 1954, their views on the question of defining aggression, and also asked him to renew the request to the other Member States to submit their views.

5. International rivers

The General Assembly, by resolution 1401 (XIV) of 21 November 1959, requested the Secretary-General to prepare and circulate to Member States a report containing various kinds of information relating to international rivers. A very extensive report is being prepared for circulation early in 1963.

6. Treaties and multilateral conventions

(*a*) REGISTRATION AND PUBLICATION OF TREATIES AND INTERNATIONAL AGREEMENTS

A total of 724 treaties and international agreements were registered with the Secretariat during the year ended 15 June 1962: 546 by thirty Governments, 112 by eight specialized agencies and an international organization, and 66 *ex officio*. A total of 11 treaties and agreements were filed and recorded; 4 by the Secretariat and 7 at the request of three specialized agencies and an international organization. This brought up to 9,255 the total of treaties and agreements registered or filed and recorded from 14 December 1946 to 15 June 1962. In addition, during the year ended 15 June 1962, 457 certified statements were registered or filed and recorded, bringing up to 2,824 the total of certified statements registered or filed and recorded as at 15 June 1962.

During the period covered by the present report, the Secretariat has published twenty-seven volumes of the *Treaty Series* (up to vol. 363 and vols. 366-369 and 371-384).

Further, thirty-three volumes of the *Series* (up to volume 417), covering the material registered or filed and recorded up to the end of 1961, are in various stages of printing process and are expected to appear by the end of 1962.

(*b*) NEW CONVENTIONS CONCLUDED UNDER THE AUSPICES OF THE UNITED NATIONS

The following instruments of which the Secretary-General is the depositary have been drawn up under the auspices of the United Nations since the publication of the last report:

Convention on the Reduction of Statelessness, done at New York on 30 August 1961;

International Convention for the Protection of Performers, Producers of Phonograms and Broadcasting Organizations, done at Rome on 26 October 1961;

Agreement on Special Equipment for the Transport of Perishable Foodstuffs and on the Use of such Equipment for the International Transport of some of those Foodstuffs, done at Geneva on 15 January 1962;

European Agreement Concerning the Work of Crews of Vehicles Engaged in International Road Transport (AETR), done at Geneva on 19 January 1962.

(*c*) STATUS OF SIGNATURES, RATIFICATIONS AND ACCESSIONS: ENTRY INTO FORCE

The number of international agreements for which the Secretary-General exercises depositary functions has risen to 161.

During the period covered by the present report, a total of 107 signatures have been affixed to those agreements, and 263 instruments of ratification, accession or notification have been transmitted to the Secretary-General. Of those agreements, 111 have entered into force, the following since 16 June 1961:

Convention on the Contract for the International Carriage of Goods by Road (CMR), done at Geneva on 19 May 1956 (entered into force on 2 July 1961);

European Convention on Customs Treatment of Pallets used in International Transport, done at Geneva on 9 December 1960 (entered into force on 12 June 1962).

(*d*) REVISED GENERAL ACT FOR THE PACIFIC SETTLEMENT OF INTERNATIONAL DISPUTES

The following lists, corresponding to the three forms of accession provided in article 38 of the Revised General Act for the Pacific Settlement of International Disputes, approved by the General Assembly on 28 April 1949, are published in accordance with the provisions of paragraph 3 of article 43 of this Act:

ACCESSIONS

A. *All the provisions of the Act (chapters I, II, III and IV)*

Belgium	23 December	1949
Norway	16 July	1951
Denmark	25 March	1952
Luxembourg	28 June	1961
Upper Volta	27 March	1962

B. *Provisions relating to conciliation and judicial settlement (chapters I and II), together with the general provisions dealing with these procedures (chapter IV)*

Sweden	22 June 1950

With the reservations provided in article 39, paragraph 2 (*a*), with the effect of excluding from the procedure described in the present Act disputes arising out of facts prior to the accession.

C. *Provisions relating to conciliation (chapter I) and the general provisions concerning that procedure (chapter IV)*

None.

7. Privileges and immunities

(*a*) CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE UNITED NATIONS

During the year ended 15 June 1962, the number of States parties to the Convention on the Privileges and Immunities of the United Nations increased to seventy. Upper Volta and the Malagasy Republic acceded to the Convention, while five other States, to which the Convention had been applicable before the attainment of their independence, notified the Secretary-General that they considered themselves bound by the Convention. These States are, in the chronological order of the dates of receipt of their notifications, Nigeria, Niger, Cameroun, Ivory Coast and Sierra Leone.

(*b*) CONVENTION ON THE PRIVILEGES AND IMMUNITIES OF THE SPECIALIZED AGENCIES

During the same period, five more States acceded to the Convention on the Privileges and Immunities of the Specialized Agencies, namely Gabon, Ivory Coast, Kuwait, Belgium and Upper Volta. Three other States, Nigeria, Sierra Leone and the Federation of Malaya, to which the Convention had been applicable before the attainment of their independence, notified the Secretary-General that they considered themselves bound by the Convention. In addition, seven States already parties to the Convention have, by notification to the Secretary-General, extended the application of the Convention to additional specialized agencies. At present, there are forty States parties to the Convention.

Moreover, the same Convention became applicable to one more specialized agency, the International Development Association, which, by a letter received on 15 February 1962, transmitted to the Secretary-General the final text of an annex in accordance with article X of the Convention. This became annex XIV to the Convention.

(*c*) SPECIAL AGREEMENTS RELATING TO PRIVILEGES AND IMMUNITIES

The most significant agreement in the field of privileges and immunities concluded on behalf of the United Nations during the year under review is the Agreement with the Republic of the Congo (Leopoldville) relating to the legal status, facilities, privileges and immunities of the United Nations Organization in the Congo, signed at New York on 27 November 1961. This agreement is designed to determine the details of the application of the "basic agreement" of 27 July 1960, referred to in the Secretary-General's last annual report. It provides, among other things, for communications and other facilities necessary for the functioning of ONUC, exemption from taxation and the inviolability of its premises. The Agreement is closely modelled on the Status of Forces Agreement governing UNEF, but also contains clauses largely comparable to provisions in the Convention on the Privileges and Immunities of the United Nations. With respect to members of the United Nations Force and officials serving under the

United Nations in the Congo, the Agreement in a variety of circumstances seeks to substitute good offices and arbitration in lieu of local jurisdiction, arrest or detention, having regard to the special functions of the United Nations in the Congo. These privileges and immunities are, however, not available to Congolese natitons or other local staff who were subject to Congolese jurisdiction at the time of their recruitment by the United Nations in the Congo; these persons are to enjoy only an immunity from legal process in respect of acts performed by them in the course of their official duties. The Agreement provides that it shall be deemed to have taken effect as from the date of arrival of the first elements of the United Nations Force in the Congo.

8. Rules of procedure of United Nations organs

The only change effected in the rules of procedure of the General Assembly consisted in the adoption by the Assembly of amendments to rules 156 and 157 of its rules of procedure to provide for an increase in the number of members of the Advisory Committee on Administrative and Budgetary Questions from nine to twelve, at least three of whom are to be financial experts of recognized standing. Resolution 1659 (XVI), which records the action of the General Assembly, invokes the substantial increase in membership of the United Nations as a justification for the enlargement of the Committee.

The Trusteeship Council at its twenty-seventh session considered an item on the revision of its rules of procedure and decided that no revision was called for at that stage.

At its sixteenth session the General Assembly, having considered the annual report of the Trusteeship Council, adopted resolution 1701 (XVI) in which it recommended, in particular, that the Trusteeship Council should consider the suggestions that were made during the discussion of the Council's report by the Assembly regarding the remaining Territories under trusteeship, as well as the Council's methods of work and procedures, in order to bring them into accordance with the requirements of the new situation in the field of the International Trusteeship System.

At its twenty-eighth session, the Trusteeship Council requested the Secretariat to prepare a working paper on the technical aspects of simplifying the procedures of the Council's work in the light of the decrease in its membership and in the number of Trust Territories. At its twenty-ninth session the Council gave consideration to the question on the basis of a report by the Secretariat. It decided to replace rule 1 of its rules of procedure, which provided for two annual regular sessions of the Council, with a rule specifying that the Council would meet in one regular session each year, to be convened during the month of May, and decided to amend its other rules of procedure, where necessary, in accordance with this decision. The Council also decided to delete rule 90 and thus to abolish the Standing Committee on Petitions.

9. Arbitration of disputes of a private law character in international trade

The Secretariat continued to assist the Economic Commission for Asia and the Far East in its activities in the field of arbitration, in particular in connexion with the Working Party of Experts on Commercial Arbitration which met at Bangkok in January 1962. The Working Party included representatives of member Governments of ECAFE and of national and international organizations interested in arbitration. The Secretariat was represented at the meetings and assisted in the preparation of working papers. Prior to the meetings it held preliminary consultations with arbitration experts in the region with respect to the subjects to be considered by the Working Party.

The agenda of the Working Party included such matters as the dissemination of information in the region concerning arbitration facilities; education programmes for promoting knowledge of arbitration and for the training of potential arbitrators; the establishment of a regional centre for arbitration under the auspices of ECAFE; the nature and role of conciliation; the draft model rules of arbitral procedure prepared by the Secretariat; arbitration agreements between institutions; standard arbitration clauses; and the main problems requiring legislative action in countries within the region. The Working Party recommended, among other things, the establishment of an arbitration centre within ECAFE for the following purposes: (i) to collect and disseminate throughout the region informational and technical material concerning arbitration procedures, techniques and facilities; (ii) to identify the problems and requirements of countries within the region with respect to arbitration; (iii) to ascertain how the technical assistance resources available might best be employed, as, for example, to assist in the establishment of national facilities and in the training of local personnel in the principles and techniques of arbitration and to provide lectures to local legal and business groups; (iv) to be responsible for channelling requests and co-ordinating governmental and non-governmental efforts with regard to technical assistance programmes; (v) to undertake research towards the improvement of arbitral facilities, techniques and practices in the region, and collect relevant material and literature; and (vi) to maintain, on the basis of nominations made by member Governments and by chambers of commerce or other arbitral institutions in the region, lists or panels of names of persons qualified to act as arbitrators and available for that purpose.

A further recommendation of the Working Party related to the designation of national "correspondents" in each of the member and associate member countries in the region, through whom, it was felt, an important part of the work of the centre would be carried out. The recommendations of the Working Party were endorsed by the ECAFE Committee on Trade and by the Commission at its eighteenth session. The Secretariat is co-operating closely with ECAFE with regard to the activities of its arbitration centre.

10. Question of Charter review

By its resolution 992 (X) of 21 November 1955, the General Assembly established the Committee on arrangements for a conference for the purpose of reviewing the Charter, consisting of all Members of the United Nations.

The Committee met in 1957 and again in 1959, and on both occasions it recommended to the General Assembly that it should be kept in being and that it should be requested to report to the Assembly after a further two years. It also recommended that the preparation and circulation of supplements to the *Repertory of Practice of the United Nations Organs*, which was first published in 1955, should be continued. Those recommendations were endorsed by the General Assembly in its resolutions 1136 (XII) and 1381 (XIV).

In accordance with the latter resolution, the Committee met on 14 September 1961. A draft resolution submitted by Ghana was approved by the Committee and later adopted by the General Assembly as resolution 1670 (XVI). In this resolution the Assembly, recalling the provisions of its resolutions 992 (X), 1136 (XII) and 1381 (XIV), expressing its consciousness of the fact that the international circumstances then prevailing were not auspicious for a review of the Charter, and recognizing at the same time the need for such a review as soon as international circumstances permitted, decided to keep the Committee in being and to request it to report, with recommendations, to the General Assembly not later than at its seventeenth session. The same resolution further provided for the continuation of the preparation of supplements to the *Repertory*.

In pursuance of General Assembly resolution 1381 (XIV) the Secretariat has undertaken the preparation of Supplement No. 2 to the *Repertory*, covering the period from 1 September 1956 to 1 September 1959, which will be published and circulated among Member States by the end of 1962. The preparation of Supplement No. 3, in accordance with General Assembly resolution 1670 (XVI), will be undertaken by the Secretariat in due course.

11. The status of permanent sovereignty of peoples and nations over their natural wealth and resources

The Commission on Permanent Sovereignty over Natural Resources, established by General Assembly resolution 1314 (XIII) and composed of Afghanistan, Chile, Guatemala, the Netherlands, the Philippines, Sweden, the Union of Soviet Socialist Republics, the United Arab Republic and the United States of America, submitted a report covering the work of its three sessions to the Economic and Social Council at its thirty-second session. Three resolutions adopted by the Commission were annexed to the report. The first resolution requested the Council to recommend the adoption by the General Assembly of a declaration containing eight principles on the permanent sovereignty of peoples and nations over their natural wealth and resources; it also contained a request for the publication, together with the Commission's report, of the revised study on the status of permanent sovereignty over natural wealth and resources, prepared by the Secretariat at the request of the Commission. By the terms of its second resolution the Commission transmitted the revised study to the Economic and Social Council, together with the observations made by the members of the Commission. The third resolution recommended that the United Nations work on permanent sovereignty over natural wealth and resources should be continued on a permanent basis.

At its thirty-second session, the Economic and Social Council considered the Commission's report at four meetings held between 1 and 3 August 1961, at which draft amendments to the first resolution submitted by the Commission were proposed by Afghanistan, the Union of Soviet Socialist Republics, the United Kingdom of Great Britain and Northern Ireland and the United States of America. In its resolution 847 (XXXII), adopted on 3 August 1961, the Council, considering that there was insufficient opportunity at its thirty-second session to consider the Commission's report adequately, decided to transmit the report, together with the summary records of its discussions thereon, including all the proposals for the amendment of the Commission's first resolution, to the General Assembly at its sixteenth session.

At the sixteenth session of the General Assembly, the item entitled "Permanent sovereignty over natural resources" was considered by the Second Committee on 15 December 1961. Owing to lack of time, the Second Committee did not consider the text of the draft resolution and the amendments to it transmitted by the Economic and Social Council. It approved a draft resolution proposed by Afghanistan, Chile, Indonesia, Iraq, the Philippines, the United Arab Republic and Yugoslavia, which was later adopted by the General Assembly as resolution 1720 (XVI). In this resolution, the General Assembly, recalling its resolution 1314 (XIII) and desiring to promote the strengthening of permanent sovereignty of peoples and nations over their natural wealth and resources, expressed its thanks for the revised study prepared by the Secretariat, requested that arrangements be made speedily for the printing of the study together with the report of the Commission on Permanent Sovereignty over Natural Resources, decided that the United Nations work on permanent sovereignty over natural wealth and resources should be continued, and recommended that priority be given for discussion of this matter in the Second Committee at the seventeenth session of the General Assembly.

The contents of the revised Secretariat study have been described in the previous annual report. In accordance with the above-mentioned resolution of the General Assembly, the Secretariat is further revising the study by bringing the material up to date for publication in printed form before the seventeenth session of the Assembly.

12. United Nations Administrative Tribunal

(*a*) AGREEMENTS EXTENDING THE JURISDICTION OF THE TRIBUNAL TO SPECIALIZED AGENCIES

Two agreements extending the jurisdiction of the Administrative Tribunal to specialized agencies, in pursuance of article 14 of the Statute of the Tribunal, were filed and recorded by the Secretariat of the United Nations during the period under review. The first agreement, concluded by the Secretary-General of the United Nations and the Secretary-General of WMO, extended the jurisdiction of the Tribunal to applications by staff members of WMO alleging non-observance of the regulations of the United Nations Joint Staff Pension Fund. The second agreement, concluded by the Secretary-General of the United Nations and the Secretary-General of ICAO, extended the competence of the Tribunal to applications alleging non-observance of contracts of employment or of the terms of appointment of staff members of ICAO.

(*b*) ACTIVITIES OF THE TRIBUNAL

The Administrative Tribunal met in New York from 20 November to 8 December 1961 to consider two cases and to hold the annual plenary session provided for in article 5 of its Rules.

The first case was submitted by a staff member of ICAO in pursuance of the second agreement referred to above. It concerned a new definition of dependency adopted by the Council of ICAO on 17 June 1960. Under this definition, the applicant's wife was no longer considered a dependent and the applicant was deprived of two dependency benefits which he had received until then. The applicant contended that the withdrawal of these benefits violated both his contract and the provisions protecting acquired rights contained in paragraph 1.1 of article XV of part III of the ICAO Service Code. The Tribunal found that there had been no violation of the applicant's contract since the contract contained no mention of the two benefits in question. Neither had there been a violation of paragraph 1.1 of article XV of part III of the Service Code since that provision referred exclusively to benefits and advantages accruing to staff members for services rendered before the entry into force of amendments to the Code. The Tribunal observed, furthermore, that the Council had given the Secretary-General full authority to pay personal allowances to staff members adversely affected by the new definition of dependency. Under that authority, the Secretary-General had granted to the applicant a personal allowance to be offset by future increases in salary. The amount of the allowance was calculated in such a way as to bring the total emoluments received by the applicant to the level existing on the eve of the date of the transfer of his duty station from class 5 to class 6 for the purpose of the calculation of dependency benefits. The applicant contended that the personal allowance should have brought his total emoluments to the level existing after the transfer of his duty station to class 6, and that it should not be offset by any future increase in salary. The Tribunal found that, in determining the amount of the personal allowance and in stipulating that it should be offset by future increases in salary, the Secretary-General had acted within the scope of the authority given to him by the Council. The Tribunal therefore rejected the application (Judgement No. 82).

The second case concerned the termination of a permanent appointment for health reasons, upon the recommendation of the Medical Director of the United Nations Health Service. It was submitted by a former United Nations staff member who contended that, in making the recommendation, the Medical Director had relied exclusively on the state of her mental health and had based his action, not on competent medical evidence, but on extraneous information concerning her alleged inability to co-operate with other staff members and to adjust to changes in working conditions. The Tribunal observed that, in the course of the oral proceedings, the respondent had rested his case on the psychiatric factor as the decisive factor. It noted that, though the applicant had been examined on one occasion by a consultant psychiatrist to the United Nations Health Service, the examination had taken place four months prior to the issuance of the notice of termination of the appointment, and that the consultant psychiatrist had not concluded that the applicant was incapacitated for further service with the United Nations. The Tribunal found that the applicant had been denied due process in that a proper medical procedure had not been followed by the respondent. At the latter's request and in accordance with the terms of article 9.2 of its Statute, the Tribunal ordered the case remanded for the institution of a proper medical examination of the applicant (Judgement No. 83).

The annual plenary session was held on 29 November 1961. It was devoted to the election of officers for 1962 and to the consideration of matters affecting the operation of the Tribunal.

Chapter VII

ADMINISTRATIVE AND BUDGETARY QUESTIONS

1. Conference and documents services

(*a*) The conference programme

During the period under review there was increased activity as a result, not, as in 1961, of emergency situations, but of the work of new bodies created by the General Assembly which have been meeting in continuous session both at Headquarters and elsewhere. The four bodies in question are: the Special Committee on the situation with regard to the implementation of the Declaration on the granting of independence to colonial countries and peoples, the Special Committee on Territories under Portuguese administration, the Sub-Committee on the situation in Angola and the Committee on the Peaceful Uses of Outer Space. As at 1 June 1962, there had been more than 170 meetings of these bodies.

Furthermore, the sixteenth session of the General Assembly was resumed for six weeks in January 1962, and again from 7 to 28 June, with a total of 703 meetings for the entire session, a figure which may be compared with the record total of 739 meetings for the fifteenth session.

In addition to the established programme, two special unscheduled conferences are being held at the European Office, for which the Secretary-General is providing facilities and servicing staff. These are the Conference on the Discontinuance of Nuclear Weapons Tests and the International Conference on the Settlement of the Laotian Question.

(*b*) Documents services

Under the policy guidance of the Chief Editor, Editorial Control, whose special responsibility it is to approve manuscripts for issue as documents or for publication, continued to give assistance to departments in matters of planning, co-ordinating and rewriting, with the dual objects of ensuring maximum conciseness and readability and preventing duplication. Editorial Control also again provided secretarial and advisory services for the Publications Board. Owing to continued demands on the Secretariat for mission service and the resumption of the sixteenth session of the General Assembly, it was not possible for Editorial Control to continue its drafting seminars.

In the field of publishing, a special effort was made to reduce the production cost increases which occurred in several regions. A reduction was achieved partly by the purchase of external composition, and partly by the internal printing, by the offset process, of a larger proportion of documents, and by the placing of as many printing contracts as possible in relatively low-cost areas, although the late submission of documents sometimes made this difficult. In 1961, there was a further increase in the amount of work done internally in order to relieve the pressure on the contractual printing budget. The publications so printed in the past year would have cost $340,000 had they been printed externally; it is expected that the equivalent figure for 1962 will be $395,000. An on-the-job training programme in new techniques has increased the productivity and flexibility of the staff.

The purchase of addressograph equipment for the Distribution Section and the rationalization of distribution techniques have made it possible to give efficient service to delegations and to expedite the processing of secondary requests.

During the period under review the sale of United Nations publications reached a record figure as a result of publicity organized on a regional basis which resulted in an increase in the number of trade accounts. The production and sale of United Nations publications has now become a profit-making activity, and not merely self-supporting. The United Nations participated in book fairs in Warsaw, Tokyo, Frankfurt, Turin and Washington. The Sales Section entered into agreements with eight additional outlets in Africa. In conformity with the policy laid down by the Publications Board, arrangements are being made to have United Nations publications readily available throughout the world.

(*c*) Library services

In November 1961 the new library building was completed and dedicated as the Dag Hammarskjold Library. In January 1962 the library services and collections were moved, and by February 1962 the new building was fully operative. Despite the inconveniences of the temporary quarters occupied during the first half of the year and the disruptions caused by moving into the new building, the use of the library services was heavier than in any previous twelve-month period. Reference queries and requests for loans of books, particularly by delegation staffs, steadily increased, and by the time the General Assembly resumed in June 1962 it was apparent that the new building was meeting the need for which it had been designed.

The volume of material acquired, classified, catalogued and indexed was greater than ever, reflecting increases in the book funds and manning table which were provided for in the 1962 budget in accordance with the General Assembly's decision in favour of a five-year programme of expansion of the library's collections and services.

2. General services

During the year under review, the work of the Office of General Services was directed primarily towards meeting the servicing requirements of the overseas activities of the United Nations, and in particular towards the administrative and logistical support of ONUC and UNEF. At Headquarters, an increasing preoccupation during this period was the shortage of office space and the heavy use of conference and other facilities. Emergency measures have been or are being taken to relieve the situation, and to ensure the continued efficient and economical management of Headquarters premises and facilities, but it is clear that extensive alterations and improvements are urgently needed to meet the increased demands resulting from the increase in the Organization's membership.

Progress has been made in securing the centralization in common premises of the services provided in different countries by the various organizations affiliated with the United Nations. Negotiations with the Governments and organizations concerned in these projects were continued.

(a) FIELD OPERATIONS SERVICE

Once again, the administrative and logistical servicing of ONUC and UNEF dominated the work of Field Operations Service. Heavy demands were made upon the staff of Headquarters, the Geneva Office and the overseas missions to meet the urgent needs of ONUC, and a programme was instituted at Headquarters and in established missions for the training of newly-recruited administrative staff for the personnel, procurement, supply and finance services.

In addition to the normal requirements of United Nations missions abroad, the increased activities of UNTSO and UNMOGIP and the servicing of an abnormal number of short-term missions taxed the capacity of the Service. These included the Sub-Committee on the Situation in Angola, the United Nations Commission for Ruanda-Urundi, the Special Committee for South West Africa, the Sub-Committee on Southern Rhodesia, the Special Committee on the situation with regard to the implementation of the Declaration on the granting of independence to colonial countries and peoples, the Commission of Investigation into the conditions and circumstances resulting in the tragic death of Mr. Dag Hammarskjold and of members of the party accompanying him, and the Special Committee on Territories under Portuguese administration.

The placing of some of the activities of the Central Administrative Section of the Bureau of Technical Assistance Operations under the supervision of the Field Operations Service of the Office of General Services proved very successful, and in 1961 the entire Section was transferred. The Service provides the requisite administrative and financial services not only for the various types of technical assistance programme, but also for the Special Fund projects under the execution of the United Nations.

(b) PURCHASE AND TRANSPORTATION SERVICE

Procurement and supply operations increased both in volume and complexity, especially in relation to Special Fund and technical assistance projects, emphasis being placed on the wide geographical distribution of purchases and engineering contracts. The purchases alone have increased to about $40 million. The emergency procurement of supplies for ONUC and the need to meet its changing requirements continued to place a heavy burden on the Service.

(c) COMMUNICATIONS AND RECORDS SERVICE

The expansion of United Nations activities has had a direct impact on the work of this Service.

The general increase in cable traffic, which has practically doubled since 1959-1960, is mainly due to ONUC requirements and the expanding programme of the regional economic commissions and United Nations information centres.

The reliability of the United Nations communication link for cable traffic between Headquarters and the Geneva Office was greatly improved in August 1961 by the introduction of the use of a teletype channel on the trans-Atlantic submarine cable.

Diplomatic pouch service was established with twelve additional cities, the total number thus served now being sixty-eight.

Lack of space has created a serious problem in the storing of archives since areas formerly used for that purpose have had to be converted into office space. The micro-filming programme was extended; time-tables for the routine disposal of additional records were accelerated and the archives collection was moved temporarily to the third basement of the new library building.

A new type of equipment for simultaneous interpretation is being installed in the new library theatre. In this equipment all the electronic components are contained in the chair-arm. It is proposed subsequently to install this type of equipment in all conference rooms.

(d) BUILDINGS MANAGEMENT SERVICE

The main tasks of this Service during the year concerned the extensive use of the Secretariat, conference and other facilities, the rearrangement of seating in the conference rooms in order to meet the immediate requirements resulting from the increasing membership, and the completion of the Dag Hammarskjold Library. As an immediate measure to meet the acute shortage of space in the Secretariat building, arrangements are being completed for renting space in the vicinity of Headquarters.

The growing membership and increased activities of the Organization call for additional office space and conference and other facilities, and a separate report on this problem will be submitted to the General Assembly at its seventeenth session.

(e) COMMERCIAL MANAGEMENT SERVICE

Revenue-producing activities continued to expand, the gross revenue therefrom exceeding $5 million. As a result of the increased activities at Headquarters the dining-room, cafeteria and lounges were frequently overcrowded during the sixteenth session of the General Assembly. All possible arrangements were made to enable the catering services to meet the increased requirements, and some 6,100 meals a day were served during peak periods. Continuous attention was given to the maintenance of high standards of quality and service, and efficiency was increased through the replacement and modernization of equipment.

Early in 1962 a snack lounge with modern food-vending machines was set up on the fifth floor of the Secretariat building, the additional facilities thus provided being particularly useful for staff working after normal office hours.

The volume of sales in the souvenir shop and gift centre continued to increase, amounting, in value, to more than $1 million for the year. The articles sold included, in addition to United Nations souvenir items, a large number of handicraft and cottage industry products from a great many Member States.

The increased membership of the United Nations has also taxed the parking facilities. Procedure for controlling parking arrangements were reviewed and improved in order to meet the increased demands of delegations and Secretariat.

The United Nations Postal Administration issued a thirty-cent regular stamp and five commemorative stamps, including one commemorating the fifteenth anniversary of UNICEF. Gross sales continued to expand, exceeding $1 million for the year and reflecting widespread philatelic interest in United Nations stamps. The Postal Administration continued to participate in stamp exhibits, and to carry out promotional activities designed not only to increase revenue but also to disseminate information on the activities of the Organization. Agreements have been signed with the philatelic bureaux of some ten Member Governments for the distribution of United Nations stamps, while negotiations with other Member Governments are continuing, with a view to ensuring as wide a distribution as possible.

3. Public information activities

During the period under review the work programme of the Office of Public Information was influenced by a number of developments.

The activities of the United Nations in the Republic of the Congo (Leopoldville) and in particular the events in Katanga in September and December 1961 attracted world-wide attention and were in many countries reported in an incomplete and distorted manner. Within the limits of its resources the Office of Public Information undertook special measures to accelerate the flow of material from the Congo to Headquarters and to the information centres and to strengthen its services within the Congo itself.

The increase in the membership of the Organization has made it necessary to provide services for a larger number of press, radio and television correspondents at the United Nations and also to increase the number of information centres as rapidly as possible, especially in Africa.

The extended session of the General Assembly, the meetings of the Disarmament Conference at the European Office of the United Nations and the activities of the various committees concerned with dependent territories have necessitated special coverage arrangements.

At the same time, recognizing the increasing importance of making the economic and social work of the United Nations better known throughout the world, particularly in view of the adoption by the General Assembly of the resolution establishing the United Nations Development Decade, the Office of Public Information has been engaged in the establishment of a major new service, the Economic and Social Information Unit, details of which are given later in this section.

(*a*) PRESS, PUBLICATIONS AND PUBLIC SERVICES DIVISION

Press and publications services

The sharp increase in United Nations participation in the political, economic and social aspects of international affairs laid new burdens on the Press Section, which is the main link between the Organization and the news media of the world. The activities covered during the past twelve months include a special session of the General Assembly, as well as two resumed sessions, the eighteen-nation Disarmament Conference held at Geneva under United Nations auspices, the work of several committees concerned with the subjects of colonialism and the evolution to independence of Non-Self-Governing Territories, the launching of the United Nations Development Decade and many others. Moreover, there were the various crises—and in particular the Congo crisis—the reporting of which of necessity directly involved the Press Section.

This involvement led to the establishment of closer links between the Press Section and the offices of the Secretary-General and his principal assistants in the political, economic and social fields. As a result, through the briefing of up to 400 accredited representatives of the news media as well as the issuing of more than 3,000 press releases during the period under review, the Press Section, at Headquarters and in the field, was able to provide correctives to widespread misinformation and distortions relating to the Organization.

Despite the fact that political events were the major preoccupation of the world Press, it is noteworthy that more than one thousand of the press releases issued during the past year dealt with the economic and social activities of the United Nations family, and that number did not include the releases on General Assembly discussions in these fields. Many of these press releases provided the material for major news and feature stories in newspapers and other periodicals as well as on radio and television networks throughout the world.

The Office of Public Information issued a total of forty-seven publications in more than sixty languages. Special attention was given to the production of printed materials in the local languages of the Trust Territories, in accordance with General Assembly resolution 1607 (XV). The publications programme has also included the production of leaflet versions of the Assembly's Declaration on the granting of independence to colonial countries and peoples and of the resolution on racial discrimination in Non-Self-Governing Territories. These leaflets have been produced to date in more than fourteen language versions, including the local languages of the Territories concerned.

The publication of the *Yearbook of the United Nations* has been continued. The 1960 volume covered not only the activities of the United Nations and its related agencies for the calendar year 1960 but also developments during the resumed fifteenth session of the General Assembly in March and April 1961. Work has also continued on a revised edition of *Everyman's United Nations* which will present a cumulative account of the work of the United Nations from its inception to the end of 1961.

Production of the *United Nations Review* in three language editions has been continued. Beginning with the issue of June 1961 the *Review* appeared in a slightly smaller format and on a lighter-weight paper to facilitate dispatch overseas. In order to bring the three language editions within the reach of a wider public, the annual rates for subscriptions originating outside the United States and Canada were reduced.

Visitors' services

The growing public interest in the United Nations was reflected in the increase in the number of visitors taking the guided tours at United Nations Headquarters, from 910,472 in 1960 to 1,032,586 in 1961. The increase continued during the opening months of 1962. Special talks and film showings were arranged for nearly 3,000 groups visiting Headquarters.

The number of inquiries from the public has similarly increased, totalling more than 79,000 in 1961. The information requested was most frequently on technical assistance and economic development activities, although urgent political questions evoked special interest each time they came under active consideration by United Nations bodies.

During the spring holidays of 1962 all attendance records were broken, more than 8,000 visitors passing through the United Nations buildings daily.

(*b*) RADIO AND VISUAL SERVICES DIVISION

New steps have been taken to provide national organizations with raw materials and studio facilities to help them produce their own programmes about the United Nations and the United Nations family. More and more national organizations are being invited to participate in production and thus to take a direct part in reporting on United Nations affairs. The libraries of film footage, photographs and sound recordings were drawn upon by national organizations much more heavily than in previous years, the volume of requests for films being almost doubled.

Television service

The television service gave full coverage to the debates in the General Assembly and to meetings of the Security Council, and provided material for national television networks on request. The material was also used for the production of weekly news programmes during the General Assembly. Among special television programmes produced were two relating to the United Nations and dependent peoples, *The End of a Chapter* (the Trusteeship System) and *The Morning After* (Tanganyika taking up the role of a new nation). A special feature film, *The Hidden Crisis,* dealt with the economic dilemma in the Congo. Other special television programmes produced on subjects relating to economic and social development were *The First Priority* (the campaign against hunger), *Killer at Large* (epidemic control), *Power on the Doorstep* (new sources of energy), *New Girl in Town* (district nurse in Afghanistan), *Man's Smallest Servant* (atomic energy), *To Know One's Self* (the Special Fund in Africa). Three further television films in direct support of the Development Decade are being completed at the UN/UNESCO Production Centre in Paris.

Altogether several hundred television features, interviews and dispatches were produced and distributed. There was a significant rise in the output of programmes in languages other than English, especially French, Spanish and Portuguese, but also Italian, Arabic, German, Dutch, Flemish, Serbo-Croat and Swedish.

The death of the late Secretary-General and the election of the Acting Secretary-General were the occasion of television and radio programmes.

Radio service

The radio service continued to broadcast in full the principal meetings of the General Assembly and the Security Council. The debates on independence for colonial peoples in the General Assembly and its committees and the debates on trusteeship and Non-Self-Governing Territories were also covered in the regular daily and weekly broadcasts which were made, in some thirty-four languages, for over a hundred Member States, non-member States and territories. Feature programmes included *Colonialism* (the November debate in plenary), *Racial Discrimination in Non-Self-Governing Territories* (the November debates in the Fourth Committee) and three programmes on the debates of the Special Committee of seventeen members, *Decolonization, Southern Rhodesia* and *Northern Rhodesia.*

Meetings of the Disarmament Conference at Geneva and of the regional economic commissions were among important "field" activities reported in special dispatches for inclusion in regular weekly news broadcasts. Special programmes were prepared in connexion with the meetings in Africa of the Special Committee of seventeen members, and also in connexion with the Declaration on the granting of independence to colonial countries and peoples and the resolution on racial discrimination in Non-Self-Governing Territories. A series of thirteen radio programmes entitled *Prospect* has been devoted to aspects of the Development Decade and three half-hour documentaries dealt with education in Africa (*Seeds of Skill*), new sources of energy (*The Energetic Trio*) and the link between modern research and the work of the specialized agencies (*Science and the United Nations*). Features were also produced, *inter alia,* on the Commission on Human Rights and the economic consequences of disarmament.

Radio reports, film coverage and photographs received of United Nations activities and civilian operations in the Congo have been regularly included in radio features and visual productions, as appropriate.

Film service

Filming has been carried out of meetings at Headquarters and of activities in the field. Special camera teams visited Latin America and Africa to obtain film footage illustrating economic and social developments in order to complete a series of films on the activities of the four regional economic commissions. The educational series of short films, *The Charter, The General Assembly,* and *The Trusteeship Council and System,* was continued, work being done on the films on the Security Council and the Economic and Social Council. Some eight language versions were made of each completed film. A *Comprehensive Catalogue of Films of the United Nations Family* was compiled and issued. Stocks of United Nations films were provided to new information centres and to more TAB offices.

Photographs and exhibits service

In addition to its usual service of securing and distributing photographs of United Nations meetings and activities throughout the world, the photographs and exhibits service has produced wall-sheets on the Declaration on the granting of independence to colonial countries and peoples and on the resolution on racial discrimination in the Non-Self-Governing Territories—including the texts—in the principal local languages of the Non-Self-Governing Territories.

(*c*) EXTERNAL RELATIONS DIVISION

The responsibilities of the External Relations Division include the direction of United Nations information centres, the conduct of the fellowship and intern programmes of the Office of Public Information, liaison with non-governmental organizations which undertake to disseminate information on the United Nations and its agencies among their members, the promotion of teaching about the United Nations in schools, colleges and universities, liaison with the information departments of the agencies of the United Nations family on programmes and projects of common interest and responsibility, and the co-ordination of the planning for special observances such as United Nations Day.

Information centres

In accordance with General Assembly resolution 1558 (XV) as well as earlier resolutions of the Assembly, efforts have been made to open additional information centres, particularly in the less developed areas, and to strengthen the effectiveness of those already existing. During the past twelve months centres have been opened at Colombo (services to Ceylon), Dar es Salaam (services to Tanganyika, Kenya, Northern Rhodesia, Uganda and Zanzibar), Lomé (services to Togo), Port Moresby (services to Papua and the Trust Territory of New Guinea) and Port-of-Spain (services to the Caribbean area). Negotiations have been undertaken with Member Governments for the opening of ten additional centres during the remaining months of 1962. In accordance with the instructions of the General Assembly, facilities and services for the new centres (including rent-free premises) are requested from the host Governments.

In consultation with the Officer-in-Charge of the United Nations Operation in the Congo, steps have been taken to increase the effectiveness of the United Nations information programmes in the Republic of the Congo (Leopoldville). Additional information material has been supplied from Headquarters, and arrangements have been made for the posting of additional information officers to various parts of the Congo to provide increased information services to the local population.

All information centres have been provided with an increased volume of documents and reference material during the past year. Special compendia, *The United Nations and Latin America, The United Nations and Africa* and *The United Nations and Asia*, have been prepared for their use. In order to increase the effectiveness of the reference collections in the centres, a manual has been prepared for the use of library assistants at information centres.

Fellowship and intern programmes

The fellowship and intern programmes of the Office of Public Information have been under careful review during the past twelve months and have received new form and focus.

In the autumn of 1961, a Triangular Fellowship Programme was instituted in co-operation with the regional economic commissions to make the activities of the United Nations and the specialized agencies in the fields of technical assistance and economic development more widely known among correspondents, editorial writers, and radio and television commentators from areas where media of information are less developed. Fourteen fellowship-holders from Africa, Asia and Latin America participated in the 1961 programme, which began with briefings at the Headquarters of ECA, ECAFE and ECLA for the participants from each of these areas. Subsequently the whole group came together at United Nations Headquarters for consultations with senior Secretariat officials, for briefings and in order to attend meetings of the General Assembly. Subsequently the group visited Washington, Paris, Rome and Geneva to meet specialized agency officials in those cities; at Geneva, briefings were held on the work of the Economic Commission for Europe. The Triangular Fellowship Programme will be continued in 1962 and in the selection of participants priority will be given to candidates from Africa.

It is contemplated that, in the operation of the Economic and Social Information Unit, extensive use will be made of the participants in the Triangular Fellowship Programme. These specialized writers and broadcasters will serve as important channels of information about the economic and social work of the United Nations in their respective areas.

The Senior Fellowship Programme was given a new orientation in 1961. In previous years participants had been drawn from among educators, editors, representatives of non-governmental organizations, textbook writers on United Nations subjects, etc. In order to give a more sharply-defined purpose to this programme, it was decided in 1961 to restrict the participants to outstanding press, radio and television professionals at the policy-making level. Accordingly, thirteen senior fellows from all parts of the world were invited to spend up to four weeks at United Nations Headquarters during the sixteenth session of the General Assembly. The group did not operate on a fixed schedule but were able to carry out individual studies in depth on special questions relating to the work of the Organization. It is planned to conduct the 1962 Senior Fellowship Programme along similar lines.

The Student Intern Programme, which is financed by colleges and universities and by Governments nominating participants in the programme, was continued during 1961. A special effort was made, however, to increase the number of countries from which the group was selected. In the 1961 programme forty-four students from twenty-one countries of Asia, Africa, Europe, the Americas and the Middle East studied for a month at United Nations Headquarters.

Non-governmental organizations

The role of the non-governmental organizations in developing understanding of the United Nations among their members in many countries is recognized as being of prime importance. The Office of Public Information has therefore been working to revitalize its contacts with those non-governmental organizations which are most active in helping to disseminate material on the Organization. Information centres have been instructed to continue to work closely with such groups at the national level, and at Headquarters close liaison is maintained with the representatives and observers of international non-governmental organizations. A two-day conference of non-governmental organizations, arranged in co-operation with the Office of Public Information, was held at Headquarters in May 1962.

Teaching about the United Nations

As in previous years, the Office of Public Information has continued to work in close co-operation with the specialized agencies, and especially UNESCO, in providing facilities, materials and services to educational authorities, teachers' organizations and others concerned in teaching about the United Nations. Assistance has been given to a number of regional and national seminars in this connexion. The Office of Public Information, in collaboration with UNESCO, has prepared a handbook entitled *How to Plan and Conduct Model UN Meetings,* which is designed to meet a need long felt by schools, colleges and teacher-training institutions in many parts of the world.

Liaison with the information departments of the related agencies

During the period under review regular meetings were held with the information liaison officers of the member agencies of the United Nations family at Headquarters to discuss programmes and projects of common interest. Details of such programmes and projects are reported in other parts of this section. The thirtieth session of the Consultative Committee on Public Information, which comprises the heads of the information departments of the United Nations and the various agencies, was held at the Headquarters of the International Atomic Energy Agency at Vienna from 26 to 30 March 1962.

United Nations Day

Reports received by the United Nations at the time of the preparation of this report indicate that in 1961 United Nations Day was observed more widely than ever before. In many countries observances are co-ordinated by national committees consisting of representatives from the government, from the principal media of information and from non-governmental organizations. The reports also indicate that in 1961 many of the new States Members of the Organization observed United Nations Day for the first time.

(*d*) Economic and Social Information Unit

One of the major endeavours of the Office of Public Information during the past twelve months has been to prepare for the establishment of an Economic and Social Information Unit which has now been set up within the Office of the Under-Secretary. The establishment of the Unit was the result of the recognition that with the recent growth of the technical assistance and Special Fund programmes and the adoption by the General Assembly, at its sixteenth session, of the resolution proclaiming the United Nations Development Decade, an intensified and closely co-ordinated programme was required to acquaint the peoples of the world with the economic and social activities of the United Nations and its related agencies.

The proposals for the Unit were reviewed and approved by the Consultative Committee on Public Information and by the Administrative Committee on Co-ordination. In addition the project received the full support of the executive secretaries of the regional economic commissions.

The Economic and Social Information Unit, which will be fully operational by the opening of the seventeenth session of the General Assembly, will be of vital importance in stimulating the flow of information about the economic and social work of the United Nations and its related agencies to information media in all Member States.

(*e*) Coup d'oeil

In response to a long-felt need, the Office of Public Information in 1961 established a daily bulletin which summarizes the coverage of international news in a number of countries. *Coup d'oeil* is based upon cables received regularly from fifteen information centres. Other centres provide coverage from the press of their areas as circumstances require. *Coup d'oeil,* which is issued at Headquarters and at the European Office of the United Nations five days a week, is distributed to senior members of the Secretariat and is made available to accredited correspondents at Headquarters and, upon request, to the permanent missions to the United Nations.

4. Staff administration

Throughout the year under review the demands upon the resources of the Secretariat have continued to be heavy. The prolongation of the sixteenth session of the General Assembly increased the workload at Headquarters. At the same time it has been necessary to meet the continued staffing requirements of ONUC and UNEF and to provide services for such bodies as the United Nations Commission for Ruanda-Urundi and the Special Committee of Seventeen and the other committees concerned particularly with African problems, all of which have held meetings away from Headquarters. Furthermore, in order to help meet the needs of the Congolese Government, the United Nations civilian operations programme in the Congo has been expanded, partly through the assignment of staff from the United Nations Secretariat and the secondment of staff from the secretariats of the specialized agencies. In addition, it has been necessary to recruit experts on a temporary basis to assist in meeting some of the more urgent needs. The staff needs of the OPEX and Special Fund programmes have increased as those programmes have become fully operative. The demand for experts to assist in the execution of EPTA programmes remained at the same high level as in the previous year.

In the matter of personnel policy, the Secretary-General has continued to apply the principle of the recruitment of staff on as wide a geographical basis as possible, in accordance with Article 101 of the Charter and the relevant resolutions of the General Assembly. He has given this subject further study, in the light of the suggestions made in the Fifth Committee at the sixteenth session of the General Assembly, and intends to submit a report on it to the General Assembly at its seventeenth session.

On 29 December 1961 the Secretary-General announced that, in accordance with the statement he had made earlier to the General Assembly, he had invited eight Under-Secretaries to act as his principal advisers on important questions pertaining to the performance of functions entrusted to the Secretary-General by the United Nations Charter. He indicated that it was his intention to consult with them individually, collectively or otherwise, as the occasion demanded.

5. Financial questions

The following provides information on budgetary and financial questions relating to United Nations regular activities. Information concerning the budgetary and financial aspects of the United Nations Emergency Force and the United Nations Operation in the Congo are covered in the portions of this report dealing with these particular activities.

(*a*) BUDGETARY SITUATION

For the last completed financial year 1961, the gross budget expenditure, including unliquidated obligations, amounted to $71,096,378; income from the Staff Assessment Plan was $6,998,075, and other miscellaneous income was $6,490,450, leaving a net budget expenditure figure of $57,607,853. The balance in the surplus account at 31 December 1961 was $3,224,935. Of this amount, a sum of $1,308,823 was applied against the Member States' contributions for the year 1962, and the remaining $1,916,112 is available for credit to Member States against 1963 contributions.

At its sixteenth session, the General Assembly voted appropriations for the year 1962 totalling $82,144,740; it also approved an estimated income from staff assessment of $8,670,250 and other income in the amount of $5,391,800. The approved budget for 1962 has been issued as Supplement 5A to the official records of the sixteenth session of the General Assembly.

The budget estimates for the financial year 1963, issued as a supplement to the official records of the seventeenth session of the General Assembly, show a gross expenditure of $86,649,500; income from staff assessment is estimated at $8,800,000 and other income at $6,023,800, which brings the 1963 net expenditure figure to $71,825,700.

These estimates may be expected to be increased in respect of certain items, the costs of which can only be calculated at a later stage in 1962. The main items now foreseen are (*a*) the revised estimates as a result of decisions taken by the Economic and Social Council at its thirty-third and thirty-fourth sessions; (*b*) any major maintenance and capital improvements programme to be undertaken at Headquarters; (*c*) increases in salaries of general service staff and manual workers at Geneva and manual workers at Headquarters; and (*d*) interest charges on United Nations bonds sold and instalment payment of principal due on such bonds.

(*b*) WORKING CAPITAL FUND

By its resolution 1736 (XVI) of 20 December 1961, the General Assembly established the level of the Working Capital Fund for the year 1962 at $25 million, the cash advances of Member States being adjusted on the basis of the scale of assessments for the 1962 budget.

At the end of May 1962 a balance of $477,016 remained unpaid in respect of the advances due from Member States to the Working Capital Fund.

Under authority granted by the General Assembly in its resolution 1736 (XVI), the Secretary-General had made the following advances from the Fund as at 31 May 1962: for unforeseen and extraordinary expenses, $480,024; for self-liquidating purchases and activities, $455,345; and the balance, $23,587,615, for financing budgetary expenditures pending receipt of Member States' contributions.

(*c*) CONTRIBUTIONS

As at 31 May 1962 the status of the 1962 contributions to the United Nations regular budget and of those in arrears for 1961, 1960 and 1959 was as follows:

	1962 $	*1961* $	*1960* $	*1959* $
Total assessments	74,124,117	69,399,839	58,347,514	61,500,000
Payments and other credits	24,029,781	64,282,405	57,843,556	61,462,115
Balance due	50,094,336	5,117,434	503,958	37,885

The contributions to the regular budget for the years prior to 1959 had been paid in full.

The apportionment of the 1962 expenses was made on the basis of the scale of assessments for Members' contributions for the financial years 1962, 1963, and 1964 adopted by the General Assembly resolution 1691 A (XVI) of 18 December 1961.

Under resolution 1691 A (XVI), the Secretary-General was granted authority to accept a portion of the contributions of Member States for the financial years 1962, 1963, and 1964 in currencies other than United States dollars. Taking into account actual United Nations requirements in the various currencies, arrangements were made to extend to Member States the maximum facility for payments in other currencies. For 1962, eighteen Member States availed themselves of this prerogative.

(*d*) UNITED NATIONS BOND SUBSCRIPTIONS AND SALES

By 11 July 1962 a total of 41 Governments, including three non-member States, had officially notified the Secretary-General of their intention to buy United Nations bonds amounting in value to some $66,004,175 out of the total of $200 million which the Secretary-General is authorized to issue under General Assembly resolution 1739 (XVI) of 20 December 1961. Fifteen of these Governments had, at that date, actually purchased bonds amounting in value to $26,200,000.

Additional subscriptions and sales are expected to be made from time to time and will be the subject of periodic reports to be submitted to Members during the forthcoming session of the General Assembly.

6. United Nations Library

By its resolution 1625 (XVI) of 16 October 1961, the General Assembly, acting on a suggestion from the Ford Foundation and the recommendation of the Fifth Committee, decided to dedicate the new library building, then very nearly completed, as the Dag Hammarskjold Library. The building was so dedicated, with appropriate ceremonies, on 16 November 1961, and on 17 and 18 November a symposium was held in honour of the occasion. The symposium was attended by distinguished librarians representing thirty-five countries and several international organizations. In April 1962 a memorial volume was issued, comprising the papers read at the symposium, a report of the discussions they provoked and documents describing the library's origin.

WHERE TO BUY UNITED NATIONS PUBLICATION

AFRICA

CAMEROUN: LIBRAIRIE DU PEUPLE AFRICAIN
La Gérante, B.P. 1197, Yaoundé.

ETHIOPIA: INTERNATIONAL PRESS AGENCY
P. O. Box 120, Addis Ababa.

GHANA: UNIVERSITY BOOKSHOP
University College of Ghana, Legon, Accra.

MOROCCO: CENTRE DE DIFFUSION DOCUMENTAIRE DU B.E.P.I., 8, rue Michaux-Bellaire, Rabat.

SOUTH AFRICA: VAN SCHAIK'S BOOKSTORE (PTY) LTD.
Church Street, Box 724, Pretoria.

UNITED ARAB REPUBLIC: LIBRAIRIE "LA RENAISSANCE D'ÉGYPTE"
9 Sh. Adly Pasha, Cairo.

ASIA

BURMA: CURATOR, GOVT. BOOK DEPOT
Rangoon.

CAMBODIA: ENTREPRISE KHMÈRE DE LIBRAIRIE
Imprimerie & Papeterie Sarl, Phnom-Penh.

CEYLON: LAKE HOUSE BOOKSHOP
Assoc. Newspapers of Ceylon, P. O. Box 244,
Colombo.

CHINA:

THE WORLD BOOK COMPANY, LTD.
99 Chung King Road, 1st Section, Taipeh,
Taiwan.

THE COMMERCIAL PRESS, LTD.
211 Honan Road, Shanghai.

HONG KONG: THE SWINDON BOOK COMPANY
25 Nathan Road, Kowloon.

INDIA:

ORIENT LONGMANS
Calcutta, Bombay, Madras, New Delhi
and Hyderabad.

OXFORD BOOK & STATIONERY COMPANY
New Delhi and Calcutta.

P. VARADACHARY & COMPANY
Madras.

INDONESIA: PEMBANGUNAN, LTD.
Gunung Sahari 84, Djakarta.

JAPAN: MARUZEN COMPANY, LTD.
6 Tori-Nichome, Nihonbashi, Tokyo.

KOREA, REPUBLIC OF: EUL-YOO PUBLISHING CO., LTD.,
5, 2-KA, Chongno, Seoul.

PAKISTAN:

THE PAKISTAN CO-OPERATIVE BOOK SOCIETY
Dacca, East Pakistan.

PUBLISHERS UNITED, LTD.
Lahore.

THOMAS & THOMAS
Karachi.

PHILIPPINES: ALEMAR'S BOOK STORE
769 Rizal Avenue, Manila.

SINGAPORE: THE CITY BOOK STORE, LTD.
Collyer Quay.

THAILAND: PRAMUAN MIT, LTD.
55 Chakrawat Road, Wat Tuk, Bangkok.

VIET-NAM, REPUBLIC OF: LIBRAIRIE-PAPETERIE XUAN THU,
185, rue Tu-do, B.P. 283, Saïgon.

EUROPE

AUSTRIA:

GEROLD & COMPANY
Graben 31, Wien, 1.

B. WÜLLERSTORFF
Markus Sittikusstrasse 10, Salzburg.

BELGIUM: AGENCE ET MESSAGERIES DE LA PRESSE, S. A.
14-22, rue du Persil, Bruxelles.

CZECHOSLOVAKIA: ČESKOSLOVENSKÝ SPISOVATEL,
Národní Třída 9, Praha 1.

DENMARK: EJNAR MUNKSGAARD, LTD.
Nørregade 6, København, K.

FINLAND: AKATEEMINEN KIRJAKAUPPA
2 Keskuskatu, Helsinki.

FRANCE: ÉDITIONS A. PÉDONE
13, rue Soufflot, Paris (V^e).

GERMANY, FEDERAL REPUBLIC OF:

R. EISENSCHMIDT
Schwanthaler Str. 59, Frankfurt/Main.

ELWERT UND MEURER
Hauptstrasse 101, Berlin-Schöneberg.

ALEXANDER HORN
Spiegelgasse 9, Wiesbaden.

W. E. SAARBACH
Gertrudenstrasse 30, Köln (1).

GREECE: KAUFFMANN BOOKSHOP
28 Stadion Street, Athens.

ICELAND: BÓKAVERZLUN SIGFÚSAR EYMUNDSSONAR H. F.
Austurstraeti 18, Reykjavik.

IRELAND: STATIONERY OFFICE
Dublin.

ITALY: LIBRERIA COMMISSIONARIA SANSONI,
Via Gino Capponi 26, Firenze,
and Via D.A. Azuni 15/A, Roma.

LUXEMBOURG: LIBRAIRIE J. TRAUSCHSCHUMMER,
Place du Théâtre, Luxembourg.

NETHERLANDS: N.V. MARTINUS NIJHOFF
Lange Voorhout 9, 's-Gravenhage.

NORWAY: JOHAN GRUNDT TANUM
Karl Johansgate, 41, Oslo.

PORTUGAL: LIVRARIA RODRIGUES Y CIA.
186 Rua Aurea, Lisboa.

SPAIN:

LIBRERIA BOSCH
11 Ronda Universidad, Barcelona.

LIBRERIA MUNDI-PRENSA
Castello 37, Madrid.

SWEDEN: C. E. FRITZE'S KUNGL. HOVBOKHANDEL A-B
Fredsgatan 2, Stockholm.

SWITZERLAND:

LIBRAIRIE PAYOT, S. A.
Lausanne, Genève.

HANS RAUNHARDT
Kirchgasse 17, Zürich 1.

TURKEY: LIBRAIRIE HACHETTE
469 Istiklal Caddesi, Beyoglu, Istanbul.

UNION OF SOVIET SOCIALIST REPUBLICS:

MEZHDUNARODNAYA KNYIGA
Smolenskaya Ploshchad, Moskva.

UNITED KINGDOM: H. M. STATIONERY OFFICE,
P. O. Box 569, London, S.E.1
(and HMSO branches in Belfast, Birmingham,
Bristol, Cardiff, Edinburgh, Manchester).

YUGOSLAVIA:

CANKARJEVA ZALOŽBA
Ljubljana, Slovenia.

DRŽAVNO PREDUZEĆE
Jugoslovenska Knjiga, Terazije 27/11,
Beograd.

PROSVJETA
5, Trg Bratstva i Jedinstva, Zagreb.

PROSVETA PUBLISHING HOUSE
Import-Export Division, P. O. Box 559,
Terazije 16/1, Beograd.

LATIN AMERICA

ARGENTINA: EDITORIAL SUDAMERICANA, S.
Alsina 500, Buenos Aires.

BOLIVIA: LIBRERIA SELECCIONES
Casilla 972, La Paz.

BRAZIL: LIVRARIA AGIR
Rua Mexico 98-B, Caixa Postal 3291,
Rio de Janeiro.

CHILE:

EDITORIAL DEL PACIFICO
Ahumada 57, Santiago.

LIBRERIA IVENS
Casilla 205, Santiago.

COLOMBIA: LIBRERIA BUCHHOLZ
Av. Jiménez de Quesada 8-40, Bogotá.

COSTA RICA: IMPRENTA Y LIBRERIA TREJOS
Apartado 1313, San José.

CUBA: LA CASA BELGA
O'Reilly 455, La Habana.

DOMINICAN REPUBLIC: LIBRERIA DOMINICA
Mercedes 49, Santo Domingo.

ECUADOR: LIBRERIA CIENTIFICA
Casilla 362, Guayaquil.

EL SALVADOR: MANUEL NAVAS Y CIA.
1a. Avenida sur 37, San Salvador.

GUATEMALA: SOCIEDAD ECONOMICA-FINANCIERA,
6a. Av. 14-33, Guatemala City.

HAITI: LIBRAIRIE "À LA CARAVELLE"
Port-au-Prince.

HONDURAS: LIBRERIA PANAMERICANA
Tegucigalpa.

MEXICO: EDITORIAL HERMES, S. A.
Ignacio Mariscal 41, México, D. F.

PANAMA: JOSE MENENDEZ
Agencia Internacional de Publicaciones,
Apartado 2052, Av. 8A, sur 21-58, Panamá.

PARAGUAY: AGENCIA DE LIBRERIAS DE SALVADOR NIZZA
Calle Pte. Franco No. 39-43, Asunción.

PERU: LIBRERIA INTERNACIONAL DEL PERU, S. A. Casilla 1417, Lima.

URUGUAY: REPRESENTACION DE EDITORIAL
PROF. H. D'ELIA
Plaza Cagancha 1342, 1° piso, Montevideo.

VENEZUELA: LIBRERIA DEL ESTE,
Av. Miranda, No. 52, Edf. Galipán, Caracas.

MIDDLE EAST

IRAQ: MACKENZIE'S BOOKSHOP
Baghdad.

ISRAEL: BLUMSTEIN'S BOOKSTORES
35 Allenby Rd. and 48 Nachlat Benjamin St.,
Tel Aviv.

JORDAN: JOSEPH I. BAHOUS & CO.
Dar-ul-Kutub, Box 66, Amman.

LEBANON: KHAYAT'S COLLEGE BOOK COOPERATIVE,
92-94, rue Bliss, Beirut.

NORTH AMERICA

CANADA: THE QUEEN'S PRINTER
Ottawa, Ontario.

UNITED STATES OF AMERICA: SALES SECTIO
UNITED NATIONS, New York.

OCEANIA

AUSTRALIA: MELBOURNE UNIVERSITY PRESS
369 Lonsdale Street, Melbourne, C.1.

NEW ZEALAND: UNITED NATIONS ASSOCIATI
OF NEW ZEALAND, C.P.O. 1011, Wellington.

[62

Orders and inquiries from countries where sales agencies have not yet been established may be sent to: Sales Section, United Nations, New York. U.S.
or to Sales Section, United Nations, Palais des Nations, Geneva, Switzerland.

Printed in U.S.A.

Price: $U.S. 2.50; 17/6 stg.; Sw. fr. 10.50
(or equivalent in other currencies)

14680—July 1962—4,